**Strategic Initiatives**

# Vancouver Child Care Regional Delivery Model Pilot Project 1995 - 1999

**Summative Evaluation Report**

**Prepared for**
**Vancouver Child Care**
**Regional Delivery Model Pilot Project**
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## Executive Summary

The rising interest in the implications of early childhood experiences for children's development later in life has brought with it a greater focus on early childhood care and education programs. Policy makers have become interested in how these programs operate and in understanding how they impact on the healthy development of children. With increased interest has come the recognition that operational aspects of programs affect their capacity to offer administratively stable, financially viable and high quality programming to families with young children. In this environment, the Vancouver Child Care Regional Delivery Model Pilot Project (VCCRDMPP) was developed to bring operators of large child care programs together to explore ways to increase the administrative effectiveness of their programs and to work towards the development of a coordinated planning system for child care in Vancouver.

VCCRDMPP participants included representatives of 18 Vancouver based child care organizations: 14 direct child care providers, 2 programs of Westcoast Child Care Resource Centre, City of Vancouver Social Planning and the BC Ministry for Children and Families. The participating child care organizations were all non-profit societies providing either a minimum of five licensed child care programs or at least 120 licensed child care spaces or smaller stand alone, parent managed child care societies or child care support services administered by Westcoast Child Care Resource Centre. VCCRDMPP addressed its expected outcomes through four component demonstration projects. Regional Umbrella Group, Collingwood Neighbourhood House Demonstration Project, Kiwassa Neighbourhood House Demonstration Project and the Administrative Partnerships Pilot Project.

This report addresses the project activities undertaken by the VCCRDMPP to meet the three levels of expected outcomes outlined in the Strategic Initiatives Evaluation Framework and discusses the extent to which these outcomes were achieved. The three levels of outcomes addressed are: Project Specific Outcomes, Regional Delivery Model Outcomes and Strategic Initiatives Outcomes.

It is important to note that the VCCRDMPP proposal was developed and negotiated prior to the completion of the Federal-Provincial agreement for Strategic Initiatives Projects. In addition, it took some time for the Regional Delivery Model and the Strategic Initiative Outcome Frameworks to be developed by the Province and these were only recently confirmed. These

outcome frameworks did not easily match the Project's original design and intended outcomes. Matching the various sets of outcomes created some difficulties over the four years of the Project.

**Project Specific Outcomes**

Each of the four components of the VCCRDMPP had its own set of goals, activities and expected outcomes. This report addresses each of the components individually describing their activities and achievement of outcomes. The first component described is the Regional Umbrella Group (RUG).

Through increased networking, information sharing and joint problem solving amongst Project members RUG made significant strides towards reducing the isolation of member organizations. RUG activities both addressed the need of RUG members to improve program operations and provided opportunities for those interested in child care policy to listen, discuss and debate various policy issues. Within a structure of regular meetings, relationships were formed and strengthened. Participation in RUG increased information-sharing and most members reported that through RUG they have broadened their own awareness and understanding of child care issues and had more information upon which to base management decisions.

RUG participants who were "new to the field" or had recently taken on managerial responsibilities within their organization reported the greatest benefits in the area of improved administration and management of child care programs. Through increased availability of timely information and the ongoing formal and informal discussions with other more experienced child care providers these managers experienced significant professional growth during the project period.

RUG members were very positive about the increase in skills, knowledge and confidence of child care staff who had participated in the RUG Cross Organizational Management Training Series. At the same time, RUG members identified that a long term strategy to strengthen linkages with formal training institutions was needed. The Project took steps to increase these linkages through involvement with college representatives in the development of a proposal for ongoing training for administration of child care.

Jointly and separately all four components of the VCCRDMPP made positive contributions to the building of a common knowledge base among members about child care issues. VCCRDMPP recognized that for child care services to become more stable, operators needed to understand the factors that increased the likelihood of viability and those that made them vulnerable. One of the accomplishments of the Project was to explore and document these factors. Independent consultants worked with the Project to produce a set of tools for child care providers in the areas of child care planning, financial analysis and administration and management of child care programs.

At the same time, members reported they had some difficulty linking their increased knowledge specifically to the Project. Members were also involved in other concurrent community child care planning processes such as Supported Child Care and the Ministry for Children and Families Contract And Program Restructuring Process. They reported that their learning had been cumulative through all of these processes.

One RUG goal was "to increase the capacity to collectively plan for the coordinated development and delivery of child care services in Vancouver." Within the RUG Project, the notion of planning child care services was used to describe planning child care services within organizations and planning of child care services across organization in Vancouver.

Project data indicates that most direct service organizations in the Project developed more effective planning processes within their child care programs at least to some degree. Progress toward planning of child care services across organizations in Vancouver was slower than hoped for during the RUG Project. The creation of the Ministry For Children and Families, the regionalization process and the delay in the hiring of a child care contact for the Ministry contributed to the slow progress in this area. Within this changing governmental context, the Project, in Year Four, submitted a set of recommendations to the Ministry For Children and Families for a Regional Child Care Process which included a Vancouver planning group.

The Collingwood Neighbourhood House Demonstration Project involved the development of a semi-decentralized model of management and administration of its on-site and off-site child care programs. During the time frame of this Demonstration Project, Collingwood Neighbourhood House moved closer to integration of its child care programs into the full spectrum of community services it offers to the community.

At Kiwassa Neighbourhood House the Demonstration Project focused on stabilizing its Child Care Hub Model developed during the early 1990s and the co-development of additional child care services needed in its neighbourhood. This Project consolidated management practices and provided professional development opportunities to management staff. The focus on the development of effective management systems helped stabilize the Kiwassa Child Care Hub.

The purpose of the Administrative Partnership Pilot Project was to involve two stand-alone parent managed child care centres in the development of a management and administrative structure that would provide long term stability for stand-alone non-profit societies. Notably, the greatest benefit identified in this component was the increased paid time available for staff to complete the required administrative functions and to develop effective administrative and management systems. The timing of the Administrative Partnership Pilot Project was such that other groups are just beginning to learn about the administrative or

management structures and approaches being tried by various stand-alone programs. Child Care programs in Vancouver are now benefiting through learning about the experience of both this pilot project and other child care programs that are undertaking organizational change processes.

**Regional Delivery Model Outcomes**

VCCRDMPP was intended to address three of the six regional Delivery Model Outcomes: reduced management pressures for individual child care programs, increased stability of child care programs and improved regional planning, development and delivery of child care.

VCCRDMPP successfully helped to reduce the management pressures of individual child care programs through reduced isolation of child care organizations and individual management staff within them and through provision of management training opportunities for program staff within VCCRDMPP organizations. Provision of financial resources to allow time for staff to complete administrative tasks was a key factor in reducing management pressure in individual child care centres.

VCCRDMPP also contributed to some degree to increasing the overall stability of the individual child care programs which participated in the Project. Activities which promoted shared understanding of the viability factors for child care programs were important features of the Project. Both Collingwood and Kiwassa Demonstration Projects strengthened links between child care programs and other programs within the same organization.

VCCRDMPP created a structure for child care managers from large organizations, policy makers and child care support services to work together to respond to common issues and challenges. RUG activities contributed to the building of a common knowledge base about child care issues, increased information-sharing and broadened members' awareness and understanding of child care issues. While the Project itself did not functionally engage in regional planning of child care services for Vancouver, in the final year of the Project, the Project submitted a set of recommendations to the Ministry For Children and Families for a Regional Child Care Process which included a Vancouver planning group.

**Strategic Initiative Outcomes**

VCCRDMPP was intended to directly address two of the six Strategic Initiative Outcomes: improved responsiveness and increased accessibility. The Project improved the responsiveness of the child care system in Vancouver primarily through support to the administrative and management functions within the member organizations. For most RUG members, this support came from the networking, information sharing, workshops and studies engaged in by the group. VCCRDMPP developed several resource documents which provide some tools to support programs to understand and develop their administrative and management systems.

VCCRDMPP made more resources available to child care than there had been previously. A primary contribution of the Project was the substantive funding for management of child care within several organizations. Although each of the sites involved in the demonstration projects used Project resources differently, the level of management staffing made possible through those resources contributed to the increased effectiveness of these child care organizations.

Increased accessibility was addressed through the Collingwood and Kiwassa Neighbourhood House Demonstration projects. At Kiwassa an innovative child care program was piloted at the nearby Racetrack increasing accessibility to child care for families needing care in the atypical early morning and late evening hours and on weekends. At Collingwood, the ability of the Neighbourhood House to develop a sustainable management structure for its continuum of child care programs also contributes to the long term stability of the programs and increased accessibility of programs in the future.

VCCRDMPP did not intend to address issues related to improved quality of care. However, with the improved working conditions for child care staff that was facilitated by improved administration and management capacity comes the suggestion that the quality of care may have been enhanced. While quality of care provided in these centres was not specifically evaluated, child care literature supports the notion that improved staff working conditions contributes positively to the quality of care provided to children.

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# Section 1: Overview of the Project

The rising interest in the implications of early childhood experiences for children's development later in life has brought with it a greater focus on early childhood care and education programs. Policy makers have become interested in how these programs operate and in understanding how they impact on the healthy development of children. With increased interest has come the recognition that operational aspects affect their capacity to offer administratively stable, financially viable and high quality programming to families with young children. In this environment, the Vancouver Child Care Regional Delivery Model Pilot Project (VCCRDMPP) was developed in order to bring operators of large child care and education programs together to explore ways to increase the

administrative effectiveness of their programs and to consider the development of a coordinated planning system for child care programs in Vancouver.

The Vancouver Child Care Regional Delivery Model Pilot Project (VCCRDMPP) is one of several Strategic Initiatives Projects in BC jointly funded by Human Resources Development Canada and the British Columbia Ministry for Children & Families. operating from June 1, 1995 through March 31, 1999. This four year pilot project was "directed at addressing long-standing concerns about the lack of effective, consistent and coordinated administrative structures and practices within the child care sector in Vancouver" (VCCRDMPP Project Proposal, 1995). As the VCCRDMPP proposal explained, the approximately 140 organizations that delivered child care and education programs in Vancouver tended to be isolated from each other with few informal or formal structures for coming together to facilitate cooperative and efficient management, proactive strategies or city-wide planning. The VCCRDMPP proposal stated that the pilot project would "enhance the collective capacity of Vancouver's child care community to develop and deliver a child care system that provides quality, accessible, and affordable child care for all families and children."

The original project proposal identified two overall purposes and seven broad goals for VCCRDMPP.
Purpose:

- improved access to a comprehensive continuum of care
- movement towards a coordinated child care system.

Goals:

- Improving administrative and financial management
- Coordinating administrative functions
- Linking with other child care initiatives
- Promoting effective city-wide communications
- Promoting proactive strategies
- Encouraging community input

Early in Year One of the Project, the Quarterly Program Progress Report indicates that the following two additional goals were added to the original six goals. It is probable that these were added in order to address Strategic Initiative requirements.

- Exploring options for cost effectiveness and sustainability
- Participating in evaluation relevant to the project's community objectives

Quarterly reports from Years One and Two indicated that project work focused on the development of the Project structure for VCCRDMPP as well as on the achievement of its goals. The development of internal organizational structures was an essential and integral part of the Project itself given the context of eighteen organizations coming together for the first time to work towards common goals. Although the development of these functional aspects of the project was not articulated as a project goal, some aspects of this process have been documented in the report, *A Process Evaluation. Strategic Initiatives (1996).*

During Year One, VCCRDMPP members worked together with the Ministry and the City to structure a unique set of legal agreements for the Project that entrenched the collaborative nature of the Project partnerships and assured accountability of funds. They also worked together to identify the specific requirement of the Project for coordination and then to recruit a Project Coordinator. When the Coordinator was engaged in November 1995, VCCRDMPP began to develop its Policies and Protocols Manual which outlined the required elements for an effective working relationship among Project participants. The manual articulated processes for terms of reference for members, decision making processes, attendance requirements, relationships with other child care providers, communications, confidentiality and publication of reports and other project documents. During this same period, VCCRDMPP worked towards achieving its articulated goals through identification of common issues and challenges. Professional and leadership development was identified as a critical area for Project attention .

VCCRDMPP also participated in comprehensive discussions with the Ministry evaluator to develop measurable outcomes for Project activities that were consistent with Project goals. At the same time VCCRDMPP was challenged to fit within the provincial Regional Delivery Model and Strategic Initiative outcomes identified by the funders. In interviews and focus groups members noted that the VCCRDMPP proposal was developed and negotiated prior to the completion of the Federal-Provincial agreement for Strategic Initiatives Projects and before the Regional Delivery Model and the Strategic Initiatives outcome frameworks which were not confirmed until Year Four of the Project. This ongoing evolution of outcomes and the subsequent need to undertake a delayed matching of the various sets of goals and outcomes created some difficulties throughout the four years of the Project.

Early in Year Three, the funder and VCCRDMPP agreed that the Project would engage a third party evaluation consultant to implement Project evaluation with a focus on the Project outcomes. At this time goals and outcomes were specified for each of the four components of VCCRDMPP for Years Three and Four: the Regional Umbrella Group, the Collingwood Neighbourhood House Demonstration Project, the Kiwassa Neighbourhood House Demonstration Project and the Administrative Partnerships Pilot Project. Participants in each of the four VCCRDMPP components worked with the contracted Evaluation Consultant to develop a set of outcomes related to both Project activities and the Strategic Initiatives Outcomes Evaluation Framework. Evaluation processes in the final two years of the project focused on understanding and articulating how and the extent to which these outcomes were addressed.

**Project Components**

The Vancouver Child Care Regional Delivery Model Pilot Project was composed of four components each with its own set of goals and outcomes. These components were:

- Regional Umbrella Group (RUG)
- Collingwood Neighbourhood House Demonstration Project
- Kiwassa Neighbourhood House Demonstration Project
- Administrative Partnerships Pilot Project

**Regional Umbrella Group**

The Regional Umbrella Group was intended to bring operators of large child care programs together to explore ways to develop coordinated management, administrative and financial strategies and structures and to work towards the development of a coordinated planning system for child care in Vancouver. The Regional Umbrella Group consisted of representatives of 18 Vancouver based child care organizations: 14 direct child care providers, 2 programs of Westcoast Child Care Resource Centre, City of Vancouver Social Planning and the BC Ministry for Children and Families. The Vancouver based child care organizations that participated in RUG included twelve multi-service or single purpose child care operators and two child care support services. Each of the operators had at least five licensed child care programs or a minimum of 120 licensed child care spaces. The two smaller stand alone, parent-managed child care societies, when combined, operated five child care programs. The two child care support services were Child Care Financial and Administrative Services and Child Care INFORM, both programs of Westcoast Child Care Resource Centre.

**Collingwood Neighbourhood House Demonstration Project**

The Collingwood Neighbourhood House Demonstration Project was intended to develop a semi-decentralized administrative model for the coordination and delivery of the Neighbourhood House's child care services. Currently, infant/toddler, group care for 3-5 year olds, school age and preschool programs are located at the Neighbourhood House along with the Vancouver Child Care Resource and Referral Program (CCRR) and the One Stop Access Strategic Initiative Project (OSA). Preschool, school-age, and 3-5 year old group care programs are located at four other sites within the Collingwood neighbourhood. This demonstration project tested a management model which explored placing the administrative and managerial locus of responsibility within each individual child care program with general child care coordination and support provided through the overall management structure of the Neighbourhood House.

**Kiwassa Neighbourhood House Demonstration Project**

The Kiwassa Neighbourhood House Demonstration Project was intended to develop a Hub model of coordination and delivery of the Neighbourhood House's child care programs and services. Currently, a 3-5 year old group program is located at the Neighbourhood House along with the Vancouver Child Care Resource and Referral Program (CCRR), the One Stop Access Strategic Initiative Project (OSA), and the Vancouver Supported Child Care Services Society. Group care for 3-5 year olds, school age and preschool programs are located at four other sites within the Kiwassa neighbourhood. This demonstration project explored various management models and administrative options to enhance the existing Kiwassa Child Care Hub Model. It also facilitated further development of a continuum of child care services to meet the particular needs of families in the Hastings-Sunrise and Grandview-Woodlands neighbourhoods.

**Administrative Partnership Pilot Project**

The Administrative Partnership Pilot Project, (formerly known as the Amalgamated Partnership Project), was intended to explore administrative models that through increased administrative efficiencies could serve to stabilize "stand-alone" child care centres which are often characterized by administrative and financial fragility. A "stand-alone" child care centre can be defined as an independent child care organization whose single purpose is the provision of child care services and is not affiliated with or supported by other community based agencies. "Stand-alone" centres are operated by separate non-profit societies and are

administered by a volunteer Board of Directors composed of parents with children enrolled in that Society's child care program.

Early in this Project City Hall Child Care Society was partnered with Mount Pleasant Child Care Society to explore ways to stabilize stand alone child care centres through a shared administrator and possible amalgamation of centres. Mount Pleasant Child Care Society withdrew from the Project after the first year. Following the withdrawal of Mount Pleasant Child Care Society, a new approach which no longer focused on amalgamation as the sole means to address stability of stand-alone child care centres was developed.

The Administrative Partnership Project currently involves three partner groups: two "stand-alone" child care centres, Pooh Corner Child Care Society and City Hall Child Care Society, and a support program for "stand-alone" centres, Child Care Financial and Administrative Services, a program of Westcoast Child Care Resource Centre.

Using a collaborative approach involving the three partner groups, this project explored ways to reduce management pressures on these types of child care programs over the long term by strengthening their administrative, managerial and financial planning structures. This was tested by the two participating child care societies and was to serve as a learning tool for the benefit of similar centres in the future.

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## Section 2: Methodology for Summative Evaluation

As a Strategic Initiatives Project, the Vancouver Child Care Regional Delivery Model Pilot Project (VCCRDMPP) had from its inception a strong commitment to the various evaluation processes implemented during the Project. Strategic Initiatives Projects have participated in three separate sets of evaluation activities: a formative evaluation, a process evaluation and an outcome evaluation. Three evaluation reports were produced during the first three years of the Vancouver Child Care Regional Delivery Model Pilot Project (VCCRDMPP).

The first was *A Formative Evaluation - Strategic Initiatives Pilot Project* (April 1996) produced by Karyo Communications Inc. involving VCCRDMPP as one of seven BC Strategic Initiatives Projects. The goal of this study was to "document program models and their development and implementation to provide a basis of learning and guidance." Data was collected through a series of focus groups using a series of questions developed by the Ministry of Women's Equality, the government ministry then responsible for child care initiatives in BC.

Process evaluation involved two sets of activities. In July 1996 a report, *A Process Evaluation - Strategic Initiatives Pilot Projects*, was also developed by Karyo Communication Inc. This report "documents factors that impacted on the delivery of program models and services." As part of this study, one focus group was held with each of the four components of VCCRDMPP using questions developed by the Ministry of Women's Equality and revised in consultation with VCCRDMPP staff. Subsequent to this process evaluation, it was agreed by VCCRDMPP participants and the Ministry that the ongoing quarterly reports submitted by the Project describing Project activities and identifying barriers and emerging issues would constitute the process evaluation for the duration of the Project.

Outcome Evaluation was undertaken beginning in June 1997 when VCCRDMPP engaged an evaluation consultant, Adele Ritch, to conduct evaluation of the Project for Year Three (1997-98) and Year Four (1998-99). In June 1998, VCCRDMPP submitted the *Strategic Initiatives Vancouver Child Care Regional Delivery Model Pilot Project Interim Evaluation Report: Year Three*. This report described how activities of each of the four VCCRDMPP components had addressed expected outcomes to March 31, 1998. Data was collected through a series of face to face interviews with each of the fourteen RUG members, a written questionnaire completed by each of the RUG members, interviews with other key informants, document review and participant-observation at most RUG meetings. Outcome evaluation was limited by the absence of baseline data for all Project components.

The original plan for the evaluation of the project was to continue with outcome based evaluation throughout the Project's fourth year ending March 1999, and then to submit a final evaluation report. However, in July 1998, a revised Strategic Initiatives Project Framework for Evaluation was developed by the BC Ministry for Children and Families. The Framework now included a Summative Evaluation component which was to assess the degree to which VCCRDMPP had addressed the expected outcomes of individual demonstration projects, the expected outcomes of the Regional Delivery Model/Community Demonstration Projects and the expected outcomes of Child Care Strategic Initiatives Projects. The Summative Evaluation was to include review and analysis of Project evaluation reports and quarterly reports written to date and was to be submitted by January 31, 1999 rather than the planned March 31, 1999.

VCCRDMPP in consultation with its Evaluation Consultant revised the fourth year data collection plan to accommodate the new timelines. Data collection proceeded earlier than had been anticipated, and as a result, not all Year Four Project activities could be

included in the Summative Report and some data collection originally planned for year four was not carried out.

Qualitative data collection methodologies were used in all of the reports used for this summative evaluation. These included focus groups, one-to-one interviews in person and by telephone, written questionnaires, document review and participant observation. Data from the following sources was used in the development of this Summative Report:

- *A Formative Evaluation - Strategic Initiatives Pilot Project* (Karyo Communications, April 1996)
- *A Process Evaluation - Strategic Initiatives Pilot Projects* (Karyo Communications, July 1996)
- *Strategic Initiatives Vancouver Child Care Regional Delivery Model Pilot Project Interim Evaluation Report: Year Three* (Ritch, June 1998)
- VCCRDMP Quarterly Reports Years One through Four (Project)
- VCCRDMPP Data collection, April 1, 1998 - September 30, 1998 which included:

**RUG:**

Focus group with RUG members
Interviews with Project Coordinator, Ministry Partners, key community informants
Participant Observation

**Collingwood Neighbourhood House Demonstration Project:**

Focus group with Assistant Coordinators
Interviews with Program Coordinator, Executive Director of Operations

**Kiwassa Neighbourhood House Demonstration Project:**

Focus group with Program Coordinators
Interviews with Kiwassa Child Care Manager and Board members

**Administrative Partnerships Pilot Project:**

Focus groups with staff at Pooh Corner Child Care Society, City Hall Child Care Society, Board of City Hall Child Care Society
Interviews with Board members from Pooh Corner Child Care Society
Interviews with representatives from Westcoast Child Care Resource Centre

**Levels of Project Outcomes**

In keeping with the Strategic Initiatives Evaluation Framework, the following three "levels" of outcomes of VCCRDMPP were assessed:

***Expected Outcomes of Individual Demonstration Projects***

Because each of the four VCCRDMPP Demonstration Projects had its own unique set of goals, activities and expected outcomes, a separate evaluation plan was developed and implemented for each project. Discussion of each demonstration Project is contained in Section Three of this report which details each Project's activities and outcomes.

***Expected Outcomes of the Regional Delivery Model Community Demonstration Projects***

The Strategic Initiatives Evaluation Framework also required that each of the Regional Delivery Model/Community Demonstration Projects be assessed according to a common set of expected outcomes. The VCCRDMPP was intended to address some but not all of the following outcomes:

1. Reduced management pressures on individual child care programs
2. Increased overall stability of child care programs
3. Improved regional planning, development and delivery of child care
4. Improved quality particularly in the unlicensed sector

5. Improved cost efficiencies of the child care system and affordability for parents
6. Expanded and improved services in communities that are typically hard to serve

***Expected Outcomes of Child Care Strategic Initiatives Projects***

As a Child Care Strategic Initiatives Project, the project was assessed according to the degree to which VCCRDMPP met the Expected Outcomes of Child Care Strategic Initiatives Projects. The VCCRDMPP was intended to address some but not all of the following outcomes:

1. Increased affordability including reduced or stabilized costs
2. Improved quality including training and supports for parents and caregivers
3. Increased accessibility including a range of service options that meet family needs
4. Improved responsiveness including a service continuum, multilingual services as well as resources, referrals and supports
5. Improved inclusiveness including equal access to child care through support to families and child care settings
6. Cost efficiency or effectiveness including administrative or management cost efficiencies and client satisfaction

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# Section 3: Outcomes of Vancouver Child Care Regional Delivery Model Pilot Project

**Component 1: Regional Umbrella Group (RUG)**

The Regional Umbrella Group consisted of representatives of 18 Vancouver based child care organizations: 14 direct child care providers, 2 programs of Westcoast Child Care Resource Centre, City of Vancouver Social Planning and the BC Ministry for Children and Families. Representatives of the child care organizations came from:

- twelve large multi-service or single purpose child care operators each operating at least five licensed child care programs or a minimum of 120 licensed child care spaces
- two stand alone, parent-managed child care societies which together provided five programs
- two child care support services, Child Care Financial and Administrative Services and Child Care INFORM, both programs of Westcoast Child Care Resource Centre

The large multi-service or single purpose child care organizations participating in RUG included:

- Bayview Community Association/Jericho Kids Club
- Collingwood Neighbourhood House
- Britannia Community Services Centre Society
- Cedar Cottage Neighbourhood House
- Frog Hollow Neighbourhood House
- Kiwassa Neighbourhood House
- Spare Time Child Care Society
- UBC Child Care Services
- Developmental Disabilities Association
- Vancouver Society of Children's Centres
- YMCA of Greater Vancouver

- YWCA

The stand alone, parent-managed child care societies participating in RUG included:

- Pooh Corner Daycare Society
- City Hall Child Care Society

Regional Umbrella Group members participated in full-day quarterly meetings beginning in the fall of 1995 and continuing throughout the four years. The purpose of these quarterly meetings was to share information regarding the activities of RUG Committees and each of the Demonstration Projects as well as information about other government and community-based child care initiatives. RUG members and other VCCRDMPP partners also participated on one or more standing and/or ad hoc RUG Committees to concentrate on specific Project activities such as professional and leadership development, financial strategies, data collection, facility maintenance, regional planning for child care and interface with the child protection system. Each RUG Committee met as frequently as required. Members also participated in a number of full day sessions for project planning and review.

**Goals of RUG**

1. To develop coordinated communication and planning strategies amongst RUG members and where appropriate, with other interested Vancouver child care providers, agencies and the Vancouver Regional Operating Agency with the intent to increase the capacity to collectively plan for the coordinated development and delivery of child care services in Vancouver.
2. To develop coordinated and consistent protocols and procedures for several functions including professional and leadership development, cost analyses of child care services, record keeping and data collection for administrative and planning purposes, exploration of a collaborative facility maintenance system and organizational and regional strategic planning for child care services.

**RUG Expected Outcomes**

RUG had three major groups of expected outcomes, each with a subset of intermediate outcomes which are considered to be indicators of progress toward the major outcome. This report draws upon information from the data sources identified earlier to determine RUG's progress toward its own specific expected outcomes. The schematic below shows how the intermediate outcomes work together to affect each of the expected outcome groups. The report then discusses each of the intermediate outcomes as part of its outcome group.

**Group One Outcomes: Reduced Isolation of RUG Members**

RUG provided regular opportunities for contact amongst its members over an extended period of time, and created an environment where activities related to the three subsets of outcomes could together serve to reduce isolation of RUG members. Regular contact occurred both formally through the regularly scheduled quarterly meetings and many Committee meetings as well as informally through individual communication by telephone and personal contact at community events. The ongoing and purposeful contact amongst RUG members which was an inherent part of the RUG structure and its activities created an environment where trust developed amongst participants.

Although not identified as a RUG outcome, the development of trust amongst RUG members was an essential element in each of the subset outcomes that contributed to the major outcome of reduced isolation amongst RUG members. During formal meetings RUG members had opportunities to share information, raise issues of common concern, support each other's efforts to improve professional practice and develop mechanisms to strengthen linkages among programs and develop coordinated responses as required.

Interviews with RUG members uncovered metaphors for RUG members' experiences with the project which suggested a shared sense of reduced isolation and a sense of "togetherness":

*"Pegs to hang things on"*
*"Building Block Process"*
*"A boat in stormy seas"*
*"A train ride with unanticipated stops a long the way"*
*"A lifeboat"*
*"Mat of many colours"*
*"Weaving a web"*

Reduced isolation was both a product of and a prerequisite for RUG's three related subsets of project outcomes. These outcomes are discussed below:

- Coordinated responses to common issues and challenges
- Increased information sharing, support and mentoring
- Strengthened linkages with programs, agencies and institutions that provide training, mentoring and support

**Coordinated responses to common issues and challenges**

There were several illustrations which suggested that RUG met this outcome. Reduced isolation of child care organizations created the potential for working together in response to issues and challenges which were shared by many. As a result of the trust which developed over the course of RUG, group members became increasingly willing to divulge their own organization's challenges. From this sharing of experiences arose opportunities for group problem-solving and coordinated responses to common issues. This resulted in a set of discussions and documents which over the course of the project helped to identify and priorize many shared issues. Some of these issues were:

- common challenges experienced by Vancouver child care organizations
- future trends analysis
- common child welfare issues experienced by RUG child care centres
- common child care subsidy issues of RUG child care centres
- facility needs review
- senior staff training needs in RUG child care centres
- funding fragility within RUG child care centres

RUG contributed to the development of coordinated responses to specific issues amongst several child care organizations typically through involvement in a four-step process which involved:

- Collective identification of common issues and challenges
- Investigations undertaken to inform these areas (e.g. studies, workshops, focus groups)
- Discussion of findings within the RUG group
- Decisions about actions to be taken by RUG.

Among the coordinated responses of RUG to common challenges is the following example: RUG participants became aware that many organization had experienced similar types of difficult interactions with the Ministry for Children and Families (MCF) regarding child protection cases. As a result RUG members took their shared child welfare issues to the MCF Regional Operating Agency for mutual problem-solving with the Regional Operating Officer and Contract Manager. This meeting resulted in an agreement that RUG and the Regional Operating Agency would work together to develop standard protocols for child protection issues relevant to child care programs.

**Increased information sharing, support and mentoring**

Of all the aspects of the RUG Project, RUG participants seemed to value most the exchange of information which was facilitated through RUG quarterly meetings and other Project activities. Virtually all RUG participants reported that RUG had facilitated an increase in their ability to network with other child care operators which they felt would continue to benefit child care for years to come. Beyond basic information sharing, RUG members expressed appreciation for the support and learning that had come from other RUG members when they raised specific issues of concern which were affecting their centres.

RUG members also had greater access to information related to both child care and the broader social services sector than they had had prior to the Project. The VCCRDMPP Coordinator regularly circulated a wide range of documents to all RUG members including the quarterly reports from all four components of VCCRDMPP and updates on the work of all RUG Committees as well as many other articles of interest. Much of this was information which otherwise would not have been systematically distributed to such a large number of child care programs.

It was not surprising to find that the information sharing, support and mentoring functions of RUG were most appreciated by those RUG members who were either new to the field or had recently taken on managerial responsibilities within their organizations. These individuals reported that the access to more experienced child care managers that had developed through the atmosphere of openness and willingness to help others that RUG had created had provided them with unique opportunities to learn. These less experienced members reported because of their RUG relationships they now felt at liberty to call on their more experienced

colleagues in situations where they would not have previously done so.

RUG members who brought with them a greater depth and breadth of experience also found the exchange of information to be valuable. Some reported that RUG was an unusual situation where information exchange was expected and so they were more likely to feel comfortable sharing management information related to their particular organization. They also noted that they generally thought that this exchange of information resulted in mutual benefits to all RUG participants. This is not to say that individual decision-making about what information to share was easy. The "uneasy tension of interests" which is inherent in most cross-organizational information sharing processes tended to reoccur from time to time throughout this Project. RUG members noted that having signed an agreement that specified information sharing as a condition of participation in the Project had been a critical factor in encouraging the sharing of information.

**Strengthened linkages with programs, agencies and institutions that provide training, mentoring and support**

RUG members recognized that for networking and mentoring to be effective in the broad child care community beyond RUG, it was necessary to draw upon and work collaboratively with other programs, agencies and institutions in the community who were mandated to undertake and sustain such activities. Some RUG members identified that progress had been made toward this outcome through their increased knowledge and use of resources available through Child Care INFORM and other programs at Westcoast Child Care Resource Centre. During Year Three of the Project, RUG members invited representatives from these community-based programs, the Lower Mainland colleges with ECCE training programs and then Ministry of Skills, Training and Labour to meet to identify the training and mentoring options that already existed and to explore further development of such opportunities.

The result was the formation of a Committee to undertake further exploration of the development of child care management training at the college level. This led to a proposal for a community based model for college accredited child care management training that emphasized a strong relationship between colleges and child care organizations. The proposed training model drew on specific learnings from the RUG Cross-organizational Management Training series. Participants in that training were very positive about the training's focus on broad child care management issues, the use of a child care program specific problem-solving approach and the employer support for staff to attend through the provision of release time. A training proposal is currently being prepared for submission by Vancouver Community College with the support of RUG and other training colleges.

**Group Two Outcomes: Increased Capacity to Plan Child Care Services**

Within the RUG Project, the notion of planning child care services was used in the following two ways:

- planning child care services within one's own organization
- planning of child care services in Vancouver.

Almost all RUG members reported that their participation in the RUG Project had increased their capacity to plan child care services within their own organization. The data indicates that all direct service organizations in RUG had to some degree developed more effective planning and management of their child care programs.

Progress toward planning of child care services in Vancouver was slower than hoped for during the RUG Project. The reorganization of the former Ministry of Social Services and the formation of the new Regional Operating Agencies for the Ministry for Children and Families and the subsequent delay in identifying the MCF "Child Care Contact" for the Vancouver Region strongly affected RUG's ability to address this issue. In addition, it was unclear as to whether RUG had a mandate or the authority to plan child care for Vancouver. Many RUG members expressed disappointment that the Project had not expanded to include operators from the continuum of child care providers in Vancouver.

At the end of Year Three RUG held a "Think Tank" to discuss some of the initial questions and issues concerning the formation of a Vancouver Regional Planning Structure. This day long meeting was attended by the newly appointed MCF Child Care Contact, the Vancouver Regional Operating Officer, many RUG members and a few non-RUG child care providers in Vancouver. RUG members expressed disappointment that while invitations were sent to child care providers based on representation from all geographic networks and the broad continuum of regulated child care, this broad representation was not reflected in actual attendance. RUG stated that the purpose of the meeting was "to provide opportunities for the Vancouver child care community and the Regional Operating Agency of the Ministry for Children and Families to work collaboratively for the development of an ongoing planning structure." By the end of the day long session, discussion had taken place regarding potential purposes, roles and activities of such a planning group. It became clear that further discussion was needed to focus on the fundamental question of whether a regional planning group was necessary or, indeed, desirable, and to further define the relationship between such a group and the Regional Operating Agency.

During the early part of Year Four, a RUG Committee was formed to:

- look at ways in which RUG might facilitate a Vancouver process for exploring the fundamental questions of vision, partnerships, and structures for child care raised by "Think Tank" participants.

- develop a common understanding and language for these child care structures.
- provide recommendations to RUG on next steps for regional planning issues.

This Committee held five three-hour meetings where participants clarified terms, discussed possible functions of existing Vancouver groups and developed a list of functions not currently carried out by other groups in Vancouver. Two documents, one entitled *Recommendations for a Regional Child Care Process* and a second called *Thoughts on Group Functions* resulted. The Committee concluded that a child care planning body initiated by MCF would be the most effective option for Vancouver. The Committee made specific recommendations regarding the structure, composition and functions of such a body. Recommendations were unanimously adopted by the VCCRDMPP membership at the Quarterly meeting in October 1998 and submitted to MCF. These two documents were disseminated to child care providers and child care related groups and organizations in Vancouver with a suggestion that groups submit their own recommendations to MCF.

**Increased effective and timely decision making**

The timing of the RUG Project was identified as being important for some RUG participants in their own organizational planning processes. During latter years of the Project, RUG participants, like all community-based groups, were affected by numerous initiatives that occurred within the broad context of social services in the province as well as within the child care field itself. Such initiatives included Contract and Program Restructuring Processes of the Ministry for Children and Families and the transition to Supported Child Care.

Many RUG members participated in numerous discussion groups and on a variety of planning committees regarding these and other provincial and local issues. As a result, RUG members reported that because all these "tables" provided them with information, they could not determine the extent to which more effective and timely decision making in their own organizations was attributable only to the work of RUG.

**Improved capacity for financial planning**

Activities of the RUG Project contributed to some improved ability of RUG participants to understand the financial picture of their own child care program. An important activity which contributed to this improved capacity for financial planning was the work done with RUG members by two consultants, Lynell Anderson from Westcoast Consulting Services and Gavin Perryman from Gavin Perryman & Associates. This work had two main components. The first component involved RUG members in providing information through a questionnaire about the overall financial picture of their own child care programs. RUG members also held workshops to discuss the findings of the questionnaire. Analysis started with infant/toddler programs and progressed to include analysis of 3-5 group care and school age programs. From this process some common terms were developed for financial categories and reporting, there was an awareness of the typical costs related to operating child care programs and an understanding of some effective strategies for financial management of child care programs. The following documents were produced as part of this financial analysis work.

- *Child Care Financial Analysis Pilot Project Final Report (1998)*
- *Infant and Toddler Child Care Financial Analysis Pilot Project (1997)*
- *3-5 Group child Care Financial Analysis Pilot Project (1997)*
- *School Age Child Care Financial Analysis Pilot Project (1997)*

Following the release of the final report RUG members came together in a one day session to discuss implications of the findings as related to overall financial viability of child care programs. This report pointed out that while the information collected through this research provided a picture of the range of costs in Vancouver, a determination of the actual cost of the care provided by RUG child care programs could not be made. The report indicated that the diversity among RUG organizations rendered comparisons between them virtually impossible. At the same time, RUG members reported that the documents and the financial analysis workshops increased their understanding of the financial aspects of their programs. In addition, RUG members also noted that while they had not yet seen benefits from RUG related data collection activities, they were expecting the new processes now being developed collaboratively by RUG and Child Care INFORM would improve their individual capacity for financial planning.

RUG members felt that a logical step following from the completed financial analysis work was to develop a workbook to assist individual child care programs in understanding and developing financial sustainability. The Project contracted with Anderson and Perryman to develop this workbook and to work with three RUG organizations to pilot the suggested process. The consultants assisted the organizations to explore each program's financial picture. The learnings related to the suggested process were then incorporated into the workbook. This workbook is expected to be released by the end of Year Four. In preparation for this work the organizations signed a special agreement to ensure that all information divulged for the purpose of this analysis would remain confidential. Organizations felt this to be crucial as financial information is considered very sensitive and strictly private. At the

same time RUG is obligated to make its learnings widely known so that all other child care organizations can benefit from its activities. As the workbook has not yet been released its usefulness could not be determined for the purposes of this evaluation report. It appears, however, that there is the potential for this workbook to be an important tool in increasing organizations' capacity for financial planning.

Participation in RUG assisted some group members in very concrete ways related to their particular financial realities. The Vancouver School Board Cost Recovery Initiative was one such example. In the spring of 1997 the Vancouver School Board announced that beginning in September of that year it would collect cost recovery fees from all programs operating on school property including licensed before and after school child care programs. RUG disseminated accurate and comprehensive information about this initiative efficiently and effectively to all its members. The provision of timely information helped RUG members engage in informed financial planning in response to the financial crisis precipitated by the School Board Cost Recovery Initiative.

Both informal discussions and formal financial analysis and planning activities continually reminded RUG participants of the financial fragility of child care programs. In addition to their own struggles, they were faced with the very real examples of programs in Vancouver which were forced to close because of financial crisis. Such reminders prompted RUG participants to want to advocate as a group to government for increased funding and new funding mechanisms for child care.

**Improved understanding of program viability factors**

RUG members indicated that while they had been aware of many of the factors that determine the viability of child care programs, RUG activities had confirmed or enhanced their understanding. Some RUG members identified that the trends analysis document, *Child Care Programs Trends and Changes Forces At Play* (1997) and the workshops held to develop and discuss this document had been very useful to them as tools for review and planning of both child care programs and their overall organization.

Intended to be an educational tool to assist those with an interest in planning child care services, this document included a discussion of demographic and employment trends, government policy shifts and the changing needs of families and communities. RUG members indicated that while they thought that some of the factors related to viability of child care programs had not been explored deeply enough to answer their questions, the documents had articulated the barriers to sustainability, identified the extent to which organizations subsidized child care programs and challenged some assumptions about why programs are not sustainable.

**Increased time spent on strategic planning**

Nearly half of RUG participants reported that their organizations had taken steps toward increasing time spent on strategic planning due to their participation in RUG. This included working with staff in long range planning for child care services. At the same time other individuals were cautious about attributing newly acquired knowledge and skills related to strategic planning only to RUG because such planning had generally assumed a higher profile in the community as a result of other initiatives. They did, however, identify that RUG had at least had a part to play in increasing understanding of planning processes through its information sharing and networking functions.

**Group Three Outcomes: Increased Capacity To Manage Child Care Services**

One of RUG's primary outcomes was to increase the management capacity of its members with regards to their child care programs. Several activities related to this outcome were planned and implemented during the Project period including a formal Management Training Series for staff of RUG organizations, a series of cost analysis workshops for RUG members and regular opportunities for both formal and informal discussion about general organizational management issues.

It was not surprising to find that those RUG members who were most enthusiastic about the activities related to this outcome were, for the most part, those RUG participants with the least managerial experience. RUG members with more management experience reported they felt sufficiently supported with regards to management issues by existing child care support services such as Westcoast Child care Resource Center and its associated programs such as Child Care INFORM, and the City Child Care Coordinator. A few RUG members said they thought that RUG was not the appropriate venue for either basic or advanced management training.

This broad outcome involves five related subsets of outcomes:

- Increased number of staff with basic management skills
- Increased number of staff with advanced management skills
- Improved staff scheduling
- Reduced time spent by senior management in supervising and training other staff
- Reduced time spent on management of individual programs

**Increased number of staff with basic management skills**

During its first year RUG elected to develop a coordinated approach for the development of professional and leadership skills amongst child care staff in RUG organizations. RUG contracted with an independent consultant Gavin Perryman to conduct a series of focus groups with staff from RUG organizations, non-RUG stand-alone child care centres and other child care providers in Vancouver to identify current and future needs for ongoing professional development and training for child care staff. Participants in these sessions responded very positively to this opportunity to share concerns and ideas regarding ongoing training. Some participants expressed excitement about possible training opportunities becoming available through the RUG Project.

From these discussions a paper entitled *Management and Leadership in the Child Care Field: Reflections on Training Needs and Issues* (1996) was prepared. One of the needs identified in this paper was management training for senior supervisory staff in child care programs. This led to the Cross-Organizational Management Training Series sponsored by RUG during Year Three and a set of follow-up sessions in the final year of the project. The training program and follow up discussions addressed several management related issues including human resources management, financial management, program planning, program evaluation and nonprofit governance as well as broad child care issues.

Sixteen child care staff from eleven RUG organizations participated in six full day sessions held between October 1997 and March 1998 and twenty-two staff from two additional organizations joined the original group for four follow-up sessions. RUG members were very positive about positive changes in the management skills of those program staff who had participated in the management training series. They identified that staff had gained skills and seemed more confident in their management roles. Training participants reported that the trust that had developed during the training series had enabled them to discuss the actual administrative issues they were encountering in their own workplaces. In addition, a support network had formed among participants many felt would be of continuing benefit after the training series itself had ended. Some RUG members recounted that staff who had participated in the training series had shared ideas they had learned from the training with their organization. This discussion raised the expected management standards benefiting not only those who had attended the training but all staff within the program. The Project Coordinator reported that a workbook is currently being developed which will include resource material and exercises from the Cross-Organizational Management Training Series sponsored by RUG. The workbook is expected to be released by the end of Year Four.

**Increased number of staff with advanced management skills**

The interim evaluation report indicated that at the end of Year Three, RUG members were evenly split regarding the degree to which they felt this outcome had been met; about half thought the number of child care staff with advanced level management skills had increased, while the other half reported little, if any, change. Analysis of responses shows that, as with the change in basic management skills, those who reported the highest degree of positive effect were those managers who were either previously inexperienced managers or new to the child care field.

Most RUG participants reported that their involvement in RUG had some impact on their own child care management skills. Other RUG members noted that while their skills may not have increased, their profile as managers within their own organizations had been enhanced through RUG. Most RUG members reported that RUG activities had broadened their awareness and understanding of child care issues and hence, provided them with more information upon which to base management decisions.

They valued opportunities to share concerns and issues with others in the child care delivery system, and some noted that they felt less isolated when learning others faced similar management challenges. Some participants noted that while RUG had had positive impacts on child care management within their own organizations, there was a need to provide similar support to other child care operators in the community. They identified the need for a formal structure to promote and support relationships amongst managers of child care programs that would contribute to a general improvement in management capacity in the child care field.

**Improved staff scheduling**

A sizable majority of RUG participants reported in interviews and focus groups that this outcome had not been addressed during the Project but that it was an important issue in the management of child care programs. The few who did report some effects on staff scheduling saw this as a result of changes implemented by staff who had compared and analyzed staff schedules as part of the curriculum of the Cross Organizational Management Training Series sponsored by RUG.

**Reduced time spent by senior management in supervising and training other staff**

Almost all RUG members reported very little, if any, reduction in time spent by senior management in supervising and training other staff. Many even reported an increase in time spent in these activities. They explained that an increased awareness of the management needs of programs results in more time allocated to management, not less.

**Reduced time spent on management of individual programs**

Some RUG members reported that as a result of their own participation in RUG, they experienced improvement in some of their own management functions as a result of having had access to the specific information that enabled them to accomplish particular tasks in a more timely way. A large majority of RUG members reported that their participation in RUG had not resulted in reduced time spent on management of individual programs. Rather, in many cases program managers reported that they were spending more time managing as a result of their increased awareness of the management needs of the programs. Members also reported increased time spent in discussions with program staff in order to make the organization more efficient. This finding was important to RUG members as an indication of the actual management needs of child care and the related costs for child care programs.

**RUG: Discussion and Lessons Learned**

**The Regional Umbrella Group (RUG) made significant strides towards reducing the isolation of member organizations.**

Through increased networking and information sharing amongst RUG members participants feel "more connected" to the overall delivery of child care in Vancouver. Through the myriad of ongoing and ad hoc Committees, both organizational and individual relationships formed and/or were strengthened. RUG members anticipate that these relationships will have an ongoing positive impact on the child care delivery system in Vancouver.

RUG members' increased familiarity with other child care organizations who shared their commitment towards improving the delivery of child care services in the city contributed to a new sense of cohesion amongst RUG organizations. All members reported that while they each had previously had a small network of support prior to RUG, this support had increased and they expected it to continue past the conclusion of the RUG Project.

It is important to note that the networking which created this sense of support is more likely to occur within a structure of regular meetings such as those that were planned and implemented as part of RUG. The coordination of activities by the RUG Coordinator also facilitated the building of the "knowledge base." The organization of meetings, administrative assistance to committees, distribution and collation of surveys to RUG members, preparation of documents for review and dissemination of information was fundamental to the work of the Project.

Without this structure, it may be very difficult for child care organizations to sustain the level of networking that has occurred during the RUG Project. Some members speculated that without the RUG structure, some organizations may notice a reduction in peer support and information sharing, and may need to increase their individual contact with the City Child Care Coordinator to acquire the information they need. Others noted that they anticipated increasing their use of the smaller support network they had utilized prior to RUG. The Year Four RUG workplan included the intention to discuss the sustainability of some aspects of the Project at the conclusion of Strategic Initiatives. A committee of interested RUG members was formed to discuss this initiative.

**RUG contributed to the building of a common knowledge base about child care issues.**

Participation in RUG increased information-sharing and most members reported that through RUG they have broadened their own awareness and understanding of child care issues and had more information upon which to base management decisions.

However, RUG members had some difficulty linking their increased knowledge to RUG specifically. Many RUG members were involved in other concurrent community child care planning processes such as Supported Child Care and the Ministry for Children and Families Contract And Program Restructuring Process and reported that their learning had been cumulative through all of these processes and not necessarily attributable only to RUG.

**RUG contributed to increased capacity to plan child care services.**

RUG utilized specific issue identification and problem resolution processes during its formal RUG meetings and in informal settings to facilitate coordinated group actions intended to improve the delivery of child care in Vancouver. These processes have been supported by the following key factors:

- Commitment to the RUG Project by its members
- Commitment of RUG members to the improvement of city child care services
- Coordination of project activities and timely dissemination of information by the Project Coordinator to RUG members

Progress toward planning of child care services across organizations in Vancouver was slower than hoped for during the RUG Project. The Project did not functionally engage in regional planning of child care services for Vancouver within the time frame of this report. Changes in the structure of the Ministry For Children and Families and the delay in the hiring of a child care contact for the Ministry contributed to the slow progress in this area. Within this changing governmental context, some lack of clarity regarding RUG's mandate for regional planning was also a factor. Although RUG members were very committed to working together to improve the delivery of child care services, the market-driven environment of child care providers in

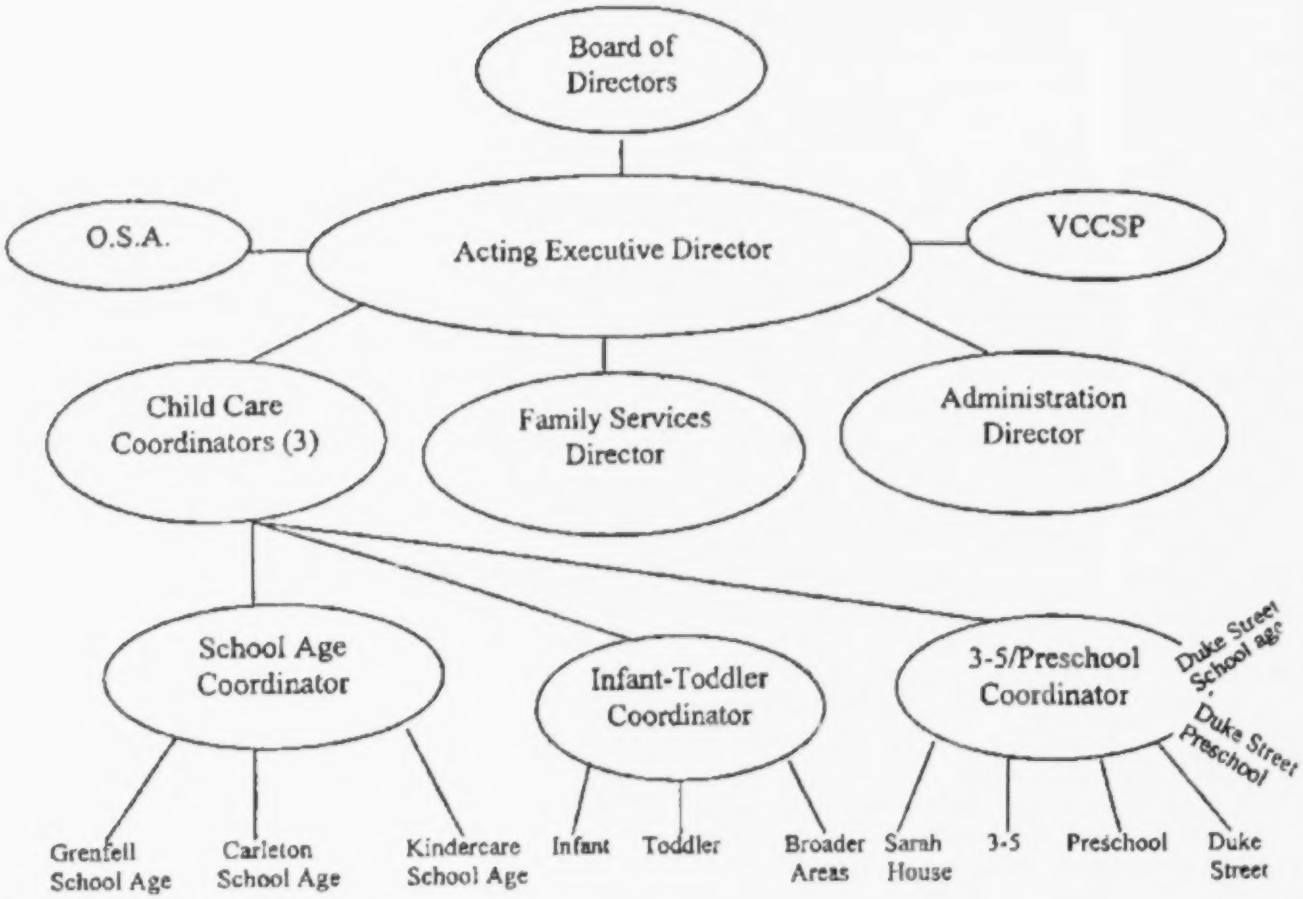
Vancouver may also have contributed to the limited achievement of this outcome.

**RUG contributed to an increased capacity to manage child care programs.**

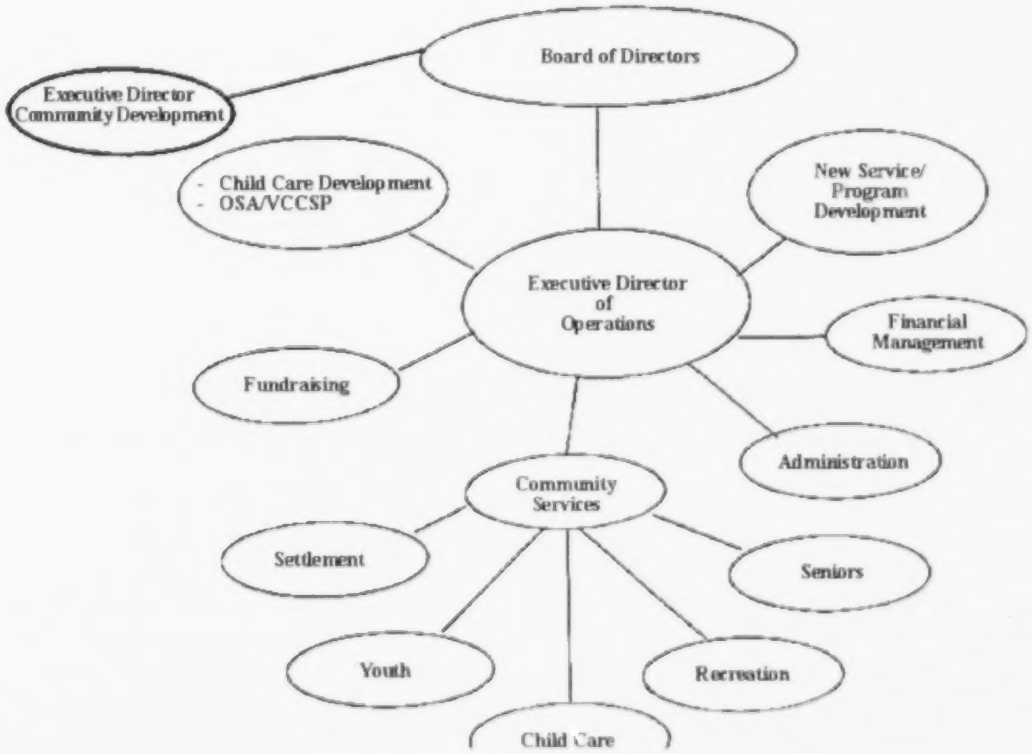
RUG participants who were "new to the field" or had recently taken on managerial responsibilities within their organization reported the greatest benefits in the area of improved administration and management of child care programs. Through increased availability of timely information, the ongoing formal and informal discussions with other more experienced child care providers and participation in the Cross Organizational Management Training Series these managers experienced significant professional growth during the project period. RUG members were very positive about the increase in skills, knowledge and confidence of child care staff who had participated in the RUG Cross Organizational Management Training Series. At the same time, RUG members identified that a long term strategy to strengthen linkages with formal training institutions was needed. The Project took steps to increase these linkages through involvement with college representatives in the development of a proposal for ongoing management training for child care.

The importance of the commitment of RUG participants to the Project is not to be underestimated. RUG members have attended a considerable number of meetings throughout the four years of the Project. Based on meeting schedules distributed by the Coordinator throughout the project approximately 102 meetings were held during the four years of the RUG Project. Twenty-six of these meetings were full group meetings including quarterly meetings, project planning and review meetings and common challenges meetings. The remainder of meetings were committee meetings or working meetings related to specific issues. In addition, RUG members Management Structure 1995

Management Structure 1996




Management Structure Fall 1997 - Present



quality child care and would share this knowledge with other parents and the broader community. To date this committee has not been formed. The Executive Director of Operations described a future plan for the formation of a group of parents who would focus on broad child care issues including child care advocacy.

**Goal Four:** **To develop parent participation mechanisms for the child care programs**

**Outcomes:**

- Better informed parents with respect to child care services and other services available in the Collingwood community
- Identification and documentation of ongoing community needs
- Development of an efficient waiting list process
- Identification of projects, processes and models to meet community needs with increased partnering of service providers to implement these projects, processes and models

During the Project the Neighborhood House formalized its wait list process to ensure coordination of lists and equity of access for families to Collingwood child care programs. Staff reported that this waiting list process was an effective beginning toward identifying and documenting community child care needs. Generally, community needs are identified and addressed at the Neighbourhood House through both formal processes and informal discussions with neighbourhood residents. To date these pre-existing processes were not significantly impacted by the Demonstration Project. At the same time, staff at the Neighbourhood House speculate that as Assistant Coordinators for each child care program assume additional management responsibilities in both their own child care program and in the overall management of the Neighbourhood House, suggestions made by parents with children in child care programs will have a greater likelihood of being implemented and integrated into the overall programming of the Neighbourhood House.

Collingwood's involvement with the consortium of agencies which sponsors the Vancouver Child Care Resource and Referral Program and its associated One Stop Access Project is one example of community partnering that helps to meet families' needs. Collingwood child care staff identified that through these programs many parents received much needed information about choosing quality child care, referrals to child care programs and providers to meet their particular needs, and information about and assistance with applying for Child Care Subsidy. Staff in all of Collingwood's child care programs referred to these partner programs as very strong supports in the delivery of child care services which meet family and community needs.

Families participating in Collingwood Neighbourhood House child care programs as well as all other House programs complete an evaluation form yearly. Information is compiled and used by the Neighbourhood House to improve program implementation and to ensure programs are meeting the needs of families. The Neighbourhood House also endeavors to include a parent of a child attending a Collingwood child care program on the Board of Directors of the Neighbourhood House.

**Collingwood: Discussion and Lessons Learned**

During the time frame of this Demonstration Project, Collingwood Neighbourhood House moved closer to integration of its child care programs into the full spectrum of community services it offers to the community. Since 1995 the House has utilized the financial and human resources made available through the Project to explore several options for management of its child care programs until it evolved to its current integrated management model. House Management sees this integrated management model as a more cost-effective structure which supports the ability of programs to meet the overall needs of children and families. It is a model which builds on and utilizes the ability of individual program staff to administer and manage their unique programs within a system which supports program delivery through links with other child care services and Neighbourhood House programs.

The management and leadership training opportunities at Collingwood for child care staff have increased the depth and breadth of management and administrative expertise and confidence amongst Collingwood child care staff. The leadership of the House in the provision of training for its child care staff has contributed to a keen interest amongst child care providers in pursuing additional training opportunities through other venues in the community. Staff consistently express a strong belief in the value of training for their personal development as well as for the quality of care provided to children in child care programs.

The current organizational structure functions well in this period of stability at Collingwood. Collingwood staff explain that the current structure would likely not be optimal during a time of organizational growth and change. Through experience, Collingwood staff have learned that development, particularly in the area of child care, requires an extremely high level of leadership and commitment from senior staff. Staff also report that the current structure has the potential to be fragile due to the concentration of administrative and management responsibilities in the Coordinator and Assistant Coordinator positions. When

staff turnover occurs, programs may be vulnerable to an insufficient level of program management.

**Component 3: Kiwassa Neighbourhood House Demonstration Project**

The Kiwassa Neighbourhood House Demonstration Project focused on both stabilizing its Child Care Hub Model developed during the early 1990s and on the co-development of additional child care services needed in its neighbourhood. Kiwassa refined its management structure in existing child care programs and developed new relationships with emerging programs. Throughout the four years of the project, Kiwassa consolidated management practices, provided professional development opportunities to staff to ensure the long term stability of quality child care programs and developed management relationships with neighbourhood child care programs.

When the Demonstration Project was initiated in 1995, Kiwassa Neighbourhood House operated five child care programs, some based on-site at the House and others located at other neighbourhood sites. Currently, a 3-5 year old group program is located at the Neighbourhood House along with the Vancouver Child Care Resource and Referral Program (CCRR), the One Stop Access Strategic Initiative Project (OSA), and the Vancouver Supported Child Care Services Society. Group care for 3-5 year olds, school age and preschool programs are located at four other sites within the Kiwassa neighbourhood.

A variety of management structures developed as the number and type of Kiwassa's child care programs evolved over time. Currently, Kiwassa has three different kinds of management structures in place to operate its programs. These are: "direct management" where Kiwassa is the sole operator, "cooperative management" where Kiwassa together with another sponsoring society operates the program and "consortium management" where Kiwassa is one of several community partners who together co-sponsor the program.

As depicted in the following diagram, Kiwassa is responsible for the "direct management" of the Kiwassa-Variety Club Daycare and Kiwassa-Longhouse Out-of-School-Care , for the "cooperative management" of Kiwassa-St. David's Preschool and Kiwassa-Harbourview Daycare, and for participation in the "consortium management" of Vancouver Child Care Resource and Referral and its associated Strategic Initiatives Project One Stop Access, and the Vancouver Supported Child Care Services Society. Kiwassa has recently worked with Hastings Park Racetrack Child Care committee to develop temporary child care at the track this season and is seeking to establish a permanent facility in the vicinity in the foreseeable future.

**Kiwassa Neighbourhood House Demonstration Project**
**Goals and Outcomes**

| Project Goals | Outcomes |
|---|---|
| **Goal One:**<br>To participate in the Regional Umbrella Group in all aspects of its development and implementation | **Goal One Outcomes:**<br>○ Increased mutual exchange of information, problem-solving and support.<br>○ Projects, activities and processes resulting from participation in RUG<br>○ Feedback from RUG members regarding the Demonstration Project |
| **Goal Two:**<br>To further develop the Kiwassa Child Care Hub Model | **Goal Two Outcomes:**<br>**Improved Program Management**<br>○ Development of guidelines and resources related to Kiwassa child care programs for staff, board members and parents<br>○ Improved consistency in management practices<br>○ Improved clarity of roles and responsibilities<br>**Increased Professional Development for Staff**<br>○ Decreased staff isolation in off-site centres<br>○ Increased networking and professional development opportunities for staff<br>**Increased Program Effectiveness**<br>○ Increased ability of staff to communicate with and support parents and families<br>○ Increased quality of programming<br>**Improved Community Outreach and Planning** |

| | |
|---|---|
| | ○ Identification of child care needs of families using Kiwassa programs through community needs assessment processes<br>○ Development of process for user profile analysis |
| **Goal Three:**<br>To co-develop the continuum of child care options in the community | **Goal Three Outcomes:**<br>○ Increased community access to coordinated continuum of high quality child care options<br>○ Increased coordination of child care services to better meet the needs of the community<br>○ Improved ability of the agency to identify child care needs of the community and the management support needs of child care services in the community |

**Kiwassa Demonstration Project Outcomes**

**Goal One: To participate in the Regional Umbrella Group in all aspects of its development and implementation**

**Outcomes:**

- Increased mutual exchange of information, problem-solving and support.
- Projects, activities and processes resulting from participation
- Feedback from RUG members regarding the Demonstration Project

Although it would be difficult to claim a cause and effect relationship between participation in RUG and particular management functions, it is clear from the data that the increased knowledge of management issues that the RUG environment offered Kiwassa's Child Care Manager positively affected her capacity to manage the child care programs at Kiwassa. The Manager acknowledged that her participation in RUG "opened up the world of child care" for her. Since RUG, Kiwassa has begun and/or completed implementation of new management strategies that have helped to stabilize existing Kiwassa child care programs and to develop new child care programs in the community.

The Kiwassa Child Care Manager attended all RUG quarterly meetings as well as numerous RUG Committee meetings including those related to professional and leadership development, financial operations and data and record keeping and regional planning. The Manager reported that both Quarterly and Committee meetings were very helpful in her own professional development. She also noted that being part of discussions at the RUG table broadened her knowledge base about child care which contributed to more effective decision-making at the Neighbourhood House. She also stated that knowing that she could call other RUG members to discuss management issues such as staffing, non profit Board governance and other matters enhanced her own management skills and abilities. She said too that there had been times when she had been able to share her management experience with other RUG members who had called her with specific administrative questions.

At RUG Quarterly meetings, Kiwassa's Manager typically shared information with other RUG members about Kiwassa Project activities and highlighted emerging issues and barriers. She also made two presentations describing the Kiwassa HUB Model to RUG members. RUG members did have some opportunity to respond to and discuss the Demonstration Project, but Kiwassa received minimal feedback from RUG members regarding its HUB Model.

**Goal Two: To further develop the Kiwassa Child Care Hub Model**

**Outcomes: Improved program management**

- Development of guidelines and resources related to Kiwassa Child Care Programs for staff, board members and parents
- Improved consistency in management practices
- Improved clarity of roles and responsibilities

During Years Two and Three of the project, Kiwassa and the parent boards of two child care programs worked together to develop and strengthen effective management structures and trusting relationships. This effort helped stabilize these child care programs. During this period Harbourview Daycare developed from contracting management services through Kiwassa to becoming an integral part of the Kiwassa HUB through a cooperative management arrangement. The transition to a cooperative management arrangement required time to develop. Trusting relationships among Board and staff and clear goals and objectives needed to be developed. It is important to note that throughout this demonstration project, the management staffing required to achieve project outcomes was made possible through Project funding.

During Year Three of the Project Kiwassa completed the development of Board Manuals for Kiwassa Harbourview Daycare Centre and St. David's Preschool. The completion of these manuals followed a lengthy process of consultation with the staff and the Boards of Directors of each of these centres and was facilitated through the financial resources available to Kiwassa through the Project funds. These manuals served as a primary tool for board members providing them with essential

information about how the programs were expected to operate. Staff reported that they expected that these Board manuals would lead to more consistent understanding of the roles and responsibilities of staff, Kiwassa Neighbourhood House and each Board. For example, Kiwassa worked with the parent boards of St. David's Preschool and Harbourview Daycare to prepare for their Annual General Meetings. Such support from Kiwassa to these parent Boards alleviated much of the pressure generally felt by volunteer board members of child care programs. Revisions to Program Policies and Procedures Manuals and Family Handbooks started in Year Three are not yet complete.

The Kiwassa Demonstration Project developed more consistent management practices across all their child care programs. For example, with information shared amongst RUG organizations, Kiwassa developed fee tracking systems and fee collection forms that are now used by all of its child care programs. Through careful tracking of fee collections and subsidy authorizations, staff are able to identify and respond to problems early. This tracking is centrally monitored by the Child Care Manager who discusses emerging issues with individual Program Coordinators as needed. The tracking systems have allowed development of more effective follow up mechanisms to identify and address difficulties before a crisis develops. For example, the improved tracking system enabled Kiwassa to better respond to the financial challenges created by the current backlog of child care subsidy applications at the Ministry of Human Resources. Such a challenge could have precipitated a major crisis if effective monitoring and tracking systems had not been in place.

More consistent management practices are leading to improved understanding of the various roles and responsibilities of all staff in Kiwassa's child care programs. This understanding has led to reduced stress for staff and parent boards of Child Care programs. The updating of job descriptions intended to further clarify staff roles has not yet occurred. Centralized, and more effective management practices and role clarification have resulted in improved budget monitoring and more consistent workplan implementation. Staff noted that having a Child Care Manager who is responsible for overseeing the budgets of all the child care programs has contributed to the improved financial planning and management of Kiwassa Child Care programs.

**Goal Two: To further develop the Kiwassa Child Care Hub Model.**

**Outcomes: Increased professional development**

- Decreased staff isolation in off-site centres
- Increased networking and professional development opportunities for staff

The Kiwassa Demonstration Project enabled Child Care Coordinators to hold regular meetings where both long range planning and more immediate issues were addressed. Information shared improved staff's ability to help families gain access to the continuum of child care in the community. This helped to reduce the isolation of Kiwassa staff teams from each other, a common challenge in organizations with both on-site and satellite programs. Through RUG the child care manager acquired information and resources related to management issues which were shared with staff and parents. This relieved programs of the sense of isolation sometimes felt by off-site programs. Connectedness amongst staff fostered a greater staff team effort, more peer support and effective program management overall. In addition systems were developed to coordinate access to Neighbourhood House resources for both on-site and satellite programs such as the computer lab, the van and passes for staff and children to local attractions such as the Aquarium and Science World thereby enhancing programming for children's activities.

The Demonstration Project afforded all staff in Kiwassa Child Care Programs to engage in enhanced professional development activities. During Year Three two Kiwassa Child Care Program Coordinators attended the Cross Organizational Management Training Series sponsored by RUG. This series included six full-day sessions related to administration and management of child care programs. Kiwassa child care staff teams developed an emerging leadership pattern where those who participated in the management training series shared their learning with other child care coordinators. This practice provided opportunities for all team members to develop management skills thereby strengthening the team as a whole.

Child care staff had also identified the need for more opportunities for professional development and networking within their own team and with staff from other Kiwassa programs in order to support their work with families. Staff noted the particular importance of the inclusion in the HUB of the Vancouver Child Care Resource and Referral Program and the One Stop Access Strategic Initiatives Project. Each of these programs contributes to increased access for families to the continuum of child care programs in the neighbourhood. As a result of formal and informal networking opportunities, child care staff were more familiar with the VCCRR print materials on a wide range of child care topics in many languages and the interpretation services that are available when needed.

Child care staff also came to more fully understand the support services available to families in times of need. Family support programs at the Neighbourhood House, of which child care is one, offer families, including those using Kiwassa child care programs a wide range of services. These include a breakfast program, food bank, peer support groups and employment programs.

Kiwassa also strongly supported the professional development of Kiwassa's Child Care Manager through providing the opportunity to engage in a mentoring relationship with a more experienced manager from outside the organization. This relationship involved regularly scheduled meetings over a six month period as well as ad hoc meetings and telephone

conversations as needed. In a report developed by the VCCRDMPP Coordinator, it was noted that this mentoring process assisted the Kiwassa Child Care Manager to learn situational analysis, decision making and problem-solving skills and increased her managerial confidence.

**Goal Two: To further develop the Kiwassa Child Care Hub Model.**

**Outcomes: Increased program effectiveness**

- Increased ability for staff to communicate with parents and families
- Improved quality of programming

An important role of the child care provider is effective communication with the families of children in their care. It is common for child care providers to become aware of circumstances in a child's family that create stress and hardship. These are often emotionally charged issues which can be challenging for both parents and staff to discuss. Opportunities to strengthen the links with other Kiwassa family support services, to access peer support for problem solving and to consult and have support from the Child Care Manager contributed to child care staff's confidence in their own ability to communicate about these and other matters with families.

As a result, child care programs hosted some workshops about health and safety issues which were of common interest to themselves and to families with young children. Kiwassa also organized information meetings for staff, families and other child care providers related to the implementation of the new Supported Child Care Initiative. Workshops in several languages about the provincial Child Care Subsidy Program. were also organized for families and providers. These were opportunities for staff and parents to build trusting relationships that support communication about both mundane and sensitive issues.

Child care literature clearly ascribes a direct link between caregiver training and the quality of care provided to children (references) Usually, this literature refers to training that focuses on child development, health and safety issues and appropriate programming for children. While the relationship between improved management skills and the quality of care provided to children was not assessed in this Project, child care staff reported fewer crises and reduced stress with improved management practices. One might conclude that if direct service staff are confident in the management structures and personnel and feel less stressed, they are likely to provide children and families with better quality care on a daily basis.

**Goal Two: To further develop the Kiwassa Child Care Hub Model.**

**Outcomes: Outreach and community planning**

- Identification of child care needs of families using Kiwassa programs through community needs assessment processes
- Development of a process for user profile analysis

Early in this project Kiwassa management moved away from the notion of identifying the child care needs of families through formal community needs assessment processes. While initially it was thought that traditional needs assessment methods would be most effective in determining future directions for Kiwassa's child care programs, a different direction subsequently emerged. Kiwassa management identified that more informal processes with community groups were more appropriate and more fruitful in assessing and responding to community needs.

Kiwassa developed a centralized process for the collection of demographic data about the families using its child care programs. It is thought that over time this data will provide the organization with longitudinal demographic data that will be useful in determining the degree to which there is equity of access to Kiwassa's child care programs amongst community families. In addition, it is expected that this will provide the type of neighbourhood specific demographic information that is frequently needed for the development of child care grant applications. Kiwassa was instrumental in the early development of the data collection tool that was later refined through RUG's Data Collection Committee and Child Care INFORM. This tool is expected to be available for use by any interested child care provider in the future.

**Goal Three: To co-develop the continuum of child care options in the community**

**Outcomes:**

- Increased community access to coordinated continuum of high quality child care options
- Increased coordination of child care services to better meet the needs of the community

Improved ability of the agency to identify child care needs of the community and the management support needs of child care services in the community

It has been Kiwassa's intention for some time to address the need for a variety of child care options for neighbourhood families. In the past through its Child Care Hub Kiwassa has added to the variety of child care choices in its neighbourhood and increased the actual number of quality child care spaces. Such efforts continued throughout the Demonstration Project.

For example, during Year Three of this Project, Kiwassa became involved in the development of child care for workers from the Hastings Park Racetrack. Working with Racetrack representatives, Kiwassa initiated a feasibility study that described in detail backstretch workers' unique child care needs. Kiwassa then participated with Racetrack representatives and these workers to develop both short term and long range child care plans to meet the particularly challenging child care needs of the families of backstretch workers who work in the early morning hours and late evenings, seven days per week. During the summer of 1998, Kiwassa successfully established a temporary group child care facility at the Racetrack to provide safe, quality care for

children of families working in the very early morning hours and on weekends. Plans are now underway to build a permanent child care facility to serve this particular population with their unique hours of work.

Kiwassa Harbourview Daycare was also stabilized during the period of the Demonstration Project. This program which had been closed was reopened and integrated into the continuum of child care programs at Kiwassa. Through the provision of stable management and the development of clear definitions of roles and responsibility of the parent Board and Kiwassa, this previously vulnerable program was stabilized as part of the Kiwassa HUB.

During Year Two and early in Year Three of the Project, Kiwassa engaged in talks with another non-profit society regarding the development of child care programs in a new social services facility. Additional discussions involving staff of both societies and the City Child Care Coordinator followed to identify gaps in child care services in the area and to determine priorities. Although these discussions did not result in the development of additional child care spaces at that time, it is clear evidence of Kiwassa's ongoing commitment to addressing the community's child care needs.

Several years ago Kiwassa identified child care needs of neighbourhood children in the 9-12 year old age bracket. Unable to develop age specific licensed child care for these children because of the physical constraints of its current facility, Kiwassa offered some coordinated scheduling and transportation so that children attending off-site licensed child care programs could participate with peers in ongoing House recreation programs. A recent example of Kiwassa's ongoing commitment to respond to community needs for child care is the development of neighbourhood based Supported Child Care Services through involvement with a consortium of child care providers.

**Kiwassa: Discussion and Lessons Learned**

The Kiwassa Hub Model for child care has been evolving over the past six years. This four year Strategic Initiatives Project has supported continued development of the Hub through the strengthening of the management structures of all Kiwassa child care programs. Participation in this Project provided the resources which allowed the Neighbourhood House to refine its role in the co-development and delivery of neighbourhood child care services. Kiwassa was afforded the opportunity to continue to explore several management models which emerged in response to a variety of environmental influences including historical context, the actual circumstances of existing programs and the developing needs of the community.

The centralization of management functions has enabled Kiwassa to effectively monitor and enhance the stability and viability of its child care programs. Standardization of management practices across all Kiwassa child care programs helped to clarify staff roles and responsibilities, improve financial management of child care programs and facilitate implementation of annual workplans.

A key contributor to improved management of programs and improved quality of care is the availability of enhanced professional development activities for child care staff. The formal mentoring of the Child Care Manager and support for her participation at various RUG tables resulted in the building of her knowledge base, management skills and confidence which together influenced the quality of management available to Kiwassa's child care programs. The professional development opportunities made available to child care staff through the Demonstration Project supported the broader team's ability and efforts to administer programs more effectively and provide a quality child care environment.

As a result of the stabilization of the Kiwassa Child Care Hub through the development of effective management systems, Kiwassa is poised to continue testing possible options or new models for delivery of child care services. The current work undertaken to develop a permanent child care facility at the Hastings Racetrack is a case in point. Such activities address the outcomes identified for all Strategic Initiatives Projects, increased quality, accessibility, affordability and cost effectiveness of child care.

**Component 4: Administrative Partnership Pilot Project**

The current form of stand alone centres in Vancouver has been identified as a fragile and vulnerable model for child care delivery. A "stand-alone" child care centre has the single purpose of providing child care and is not affiliated with or supported by any other agency or multi-service organization. Stand-alone centres are operated by independent non-profit societies and are administered by a volunteer Board of Directors composed of parents with children enrolled in the centre. Stand-alones generally depend on the ability of parent volunteers and staff to fulfill administrative and management duties. It is common for this to cause severe administrative and management pressures with many of the administrative tasks left for staff to complete on unpaid time.

The Administrative Partnership Project involved three partner groups: two "stand-alone" child care centres, Pooh Corner Child Care Society and City Hall Child Care Society, and a support service for "stand-alone" centres, Child Care Financial and Administrative Services, a program of Westcoast Child Care Resource Centre. The purpose of the Administrative Partnership Pilot Project was to explore ways to "stabilize" stand-alone programs over the long term by increasing administrative and management efficiency. Using a collaborative approach involving these three partner groups, this project was initiated to seek

ways to strengthen administration, management and financial planning structures to benefit the two participating child care societies and other stand-alone centres.

**Pooh Corner Child Care Society**

Pooh Corner Daycare is a non-profit "stand-alone" licensed daycare managed by a parent board. The daycare is licensed for 22 children aged 18 months to five years, with 8 spaces for toddlers aged 18 months to 3 years and 14 spaces for 3-5 year old children.

**City Hall Child Care Society**

City Hall Child Care Society is a non-profit "stand-alone" licensed daycare managed by a parent board. The centre has 10 licensed spaces for infants, 12 spaces for toddlers and 25 spaces for 3-5 year old children.

**Child Care Financial and Administrative Services (CCFAS)**

Westcoast Child Care Resource Centre is a non profit society that supports families, child care providers and child care organizations through the provision of resources and information, networking and training opportunities as well as consultation and referral services. Child Care Financial and Administrative Services (CCFAS) is a program of Westcoast that provides administrative support and financial management services to non profit, parent managed societies which operate licensed child care facilities. CCFAS provides administrative services including outreach visits, newsletters and training opportunities as well as financial services including budget preparation, basic bookkeeping and accounting and financial consultation.

**Administrative Partnership Pilot Project**
**Goals and Outcomes**

| Project Goals | Outcomes |
|---|---|
| **Goal One:**<br>To participate in the Regional Umbrella Group in all aspects of its development, implementation and evaluation | **Goal One Outcomes:**<br>○ Increased scope of professional development for staff through participation in RUG<br>○ Increased number and type of new activities and processes embarked upon that would not have been ventured prior to RUG<br>○ Feedback from RUG members regarding the Administrative Partnership Project |
| **Goal Two:**<br>To develop a new management and administrative structure that will provide long term stability for current stand-alone non-profit societies through exploration of a collaborative approach to management of Pooh Corner Daycare and City Hall Child Care | **Goal Two Outcomes:**<br>○ Improved internal spending controls<br>○ Improved staff working environment<br>○ Improved staff ability to perform delegated administrative tasks<br>○ Increased administrative efficiencies<br>○ Improved quality of child care programs |
| **Goal Three:**<br>To communicate project learnings with Board and staff of other "stand-alone" child care societies and the broad child care community | **Goal Three Outcomes:**<br>○ Other groups show interest in using administrative structure generated by Administrative Partnership Project<br>○ Other groups develop similar collaborative management approaches to service delivery<br>○ CCFAS Workshop participants satisfied that workshops provided the information and skill building required and assisted in facilitating networking among colleagues |

**Goal One: To participate in the Regional Umbrella Group in all aspects of its development and implementation**

**Outcomes:**

- Increased scope of professional development for staff through participation in RUG
- Increased number and type of new activities and processes embarked upon that would not have been ventured prior to RUG
- Feedback from RUG members regarding the Administrative Partnership Project

Management staff at City Hall and Pooh Corner benefited from the professional development activities made available through their participation in the RUG Project. These individuals had been appointed as Supervisor with management responsibilities at their respective stand-alone centres when existing management staff at the centres left their positions for personal reasons early

in Year Three of the Vancouver Child Care Regional Delivery Model Pilot Project. These two "new" managers had limited management experience although each of them had participated in some RUG sponsored activities earlier in the Project.

Each of these Supervisors reported that RUG had played a significant role in their own professional development. Their participation in Quarterly meetings and in various Rug Committee meetings had broadened their personal understanding of child care issues and had advanced their managerial skills and abilities. This increased knowledge had, in turn, contributed directly to the development of more effective management and administrative systems at their respective centres.

Both supervisors reported that having the opportunity to contact other RUG members both formally and informally to discuss child care management issues had also made a big difference in the development of their managerial abilities. Through the information-sharing and support available to them at the RUG table they had learned new ways to address administrative and management challenges. At the same time, both managers reported feeling overwhelmed at times with the volume of information provided and the depth of discussions regarding child care issues. Each Supervisor reported that she had "felt over her head" at many times.

Interaction with RUG members about the Administrative Partnership Project was primarily in the form of information-sharing through verbal reports given at the RUG Quarterly meetings. During the final year of the Partnership Project, staff also gave formal presentations about the Project at RUG meetings. While RUG members had some opportunity to respond to and discuss the Administrative Partnership Project, there was little feedback offered from RUG members.

| **Goal Two:** | **To develop a new management and administrative structure that will provide long term stability for current stand-alone non-profit societies through exploration of a collaborative approach to management of Pooh Corner Child Care and City Hall Child Care** |
|---|---|

**Outcomes**

- Improved internal spending controls
- Improved staff working environment
- Improved staff ability to perform delegated administrative tasks
- Increased administrative efficiencies
- Improved quality of child care programs

Pooh Corner and City Hall Child Care Societies entered into this Project to explore ways that "stand-alone" programs could collaborate in the management and administration of their programs to address issues related to the general "fragility" of the programs as well as Board and staff stress. While the initial idea for accomplishing this was amalgamation of these child care societies, this Project actually took a different path toward achieving the desired outcomes. Efforts focused on:

1. Strengthening the administrative and managerial capacities of each of the two participating centres
2. Researching collaborative approaches to administrative and management functions to provide long term stability for these child care centres.

**Strengthening the administrative and managerial capacities of each of the two participating centres**

Staff from both Pooh Corner Child Care and City Hall Child Care Centres recognized immediate benefits from their involvement in the pilot. Notably, the greatest benefit identified was the increased paid time available for staff to complete the required administrative functions. Staff also reported that having additional time expressly for administration meant that when they were responsible for the direct care of children, their attention was focused on providing quality care rather than on unfinished administrative tasks. They felt that this had improved the quality care provided to the children on a daily basis.

The resources provided through the Project for additional paid administration time also raised the scope and quality of administration and management for each of these "stand-alone" centres. Before the Project both staff and board members of these centres had indicated that administrative tasks were done either after work hours by staff whose principal role was caring for young children or they remained undone creating stress and frustration for staff and board. The infusion of funds for increased administrative time into these centres reduced the need for crisis management and job related stress for staff, a strong indication of an improved work environment.

Both "stand-alone" programs benefited from participation of their supervisors in the RUG sponsored Management Training Series. Each Supervisor reported feeling more knowledgeable and confident in their own ability to perform the required administrative tasks. In addition, the very positive relationship which developed between the two Supervisors that came from their sharing of this formalized learning experience played an important role in strengthening the administration of each program as a result of their mutual support, information exchange and shared problem solving.

**Researching collaborative approaches to administrative and management functions to provide long term stability for these child care centres.**

Early in this Project City Hall Child Care Society had been partnered with Mount Pleasant Child Care Society to explore ways

to stabilize stand alone child care centres. The Project proposal had identified amalgamation of these societies as the means by which administrative and managerial efficiencies, and hence, stabilization of the programs, could be achieved. Available data indicates that the departure of Mount Pleasant Child Care Society from the Project was due to their non interest in amalgamation as a means by which to achieve this stability.

Pooh Corner Child Care Society was then invited to join the Project. It was renamed the Administrative Partnership Project, a change that reflected a shift in focus from amalgamation to an exploration of several possible models for acquiring increased administrative support, with amalgamation being only one of the possibilities to be considered.

The first three years of the Project was spent assessing the administrative and financial management systems of each centre, determining the extent to which these functions might be done jointly and learning about possible partnership models. Initially, staff planned to work together to develop common program policies and procedures manuals for both centres. Towards the end of Year Three, as it became increasingly evident that an alternative to amalgamation was likely, it was agreed that further work on these common manuals would be inadvisable. While both centres identified that development of these documents was important, this task was not given priority by either of the centres until the last year of the project. Therefore, the value of these manuals cannot be determined for the purposes of this report.

Each Society participated in both separate and joint discussions about the strengths and vulnerabilities of stand alone centres. Such discussions also occurred with other stand alone child care programs in Vancouver. Drawing upon the learnings from these discussions, a document entitled *Transition to Alternative Operational Structures* was developed by Project staff and Board members. Following from this document, a discussion guide entitled, *New Ways of Moving Forward: A Discussion Guide for Non-Profit, Stand-alone Child Care Organizations* (1998) was produced by Westcoast Child Care Resource Centre. This document identifies a process that stand-alone centres may use to assess the strengths and challenges of their child care program. The guide also describes several organizational models which could be used to stabilize child care programs.

As a result of exploring possible administrative models during Year Three of the Project, the Board of Pooh Corner Child Care Society decided that neither amalgamation nor other administrative Partnership with City Hall Child Care Centre was what was needed to stabilize and sustain their program. Instead, Pooh Corner began work with Westcoast Child Care Resource Centre to "introduce management expertise and resources to Pooh Corner in order to work towards longer term stability for this stand-alone child care centre while maintaining the integrity and autonomy of the program, board and staff." (From the contractual agreement) In October 1998 Pooh Corner and Westcoast entered into a "contractual management relationship" where Westcoast assumed shared responsibility for specific management functions for Pooh Corner as outlined in the contractual agreement. This relationship is in keeping with Westcoast's interest in "building on its existing skills, expertise, and programs in ways that meet the needs in the child care community and ...finding systemic solutions to these identified challenges." (From the contracted agreement) The timing of this initiative will not allow it to be evaluated for the purposes of this report.

To date, the Board of City Hall Child Care Society is exploring association with other organizations who deliver direct child care services to families. While Board members do understand the need to be concerned with long term stability issues, generally they have focused more of their attention on managing the administrative workload. Centre staff have clearly identified the benefits of the continued development of effective administrative systems and of the enhanced team work of staff from all City Hall Child Care Programs. They have attributed these improvements to the availability of sufficient financial resources to sustain efficient and effective administrative and managerial supports.

**Goal Three: To communicate project learnings with Board and staff of other "stand-alone" child care societies and the broad child care community**

**Outcomes:**

- Other groups show interest in using administrative structure generated by the Administrative Partnership Project and the RUG activities
- Groups developing similar collaborative management approach among other stand-alones
- CCFAS Workshop participants satisfied that workshops provided the information and skill building required and assisted in facilitating networking among colleagues

The rate and timing of the course of this Project were such that other groups have not yet had opportunities to learn about or build upon the administrative or management structures and approaches generated by the Project. At the same time, Child Care Financial Administrative Services reported some other "stand-alone" centres in Vancouver have made inquiries regarding the Project. The recently completed *New Ways of Moving Forward: A Discussion Guide for Non-Profit, Stand-alone Child Care Organizations* document has not yet been widely distributed to child care programs. It is expected that this document will provide a strong framework for other stand alone programs to use in exploring stabilization and sustainability issues in the future.

**Administrative Partnership: Discussion and Lessons Learned**

This Project shone a light on the administrative and management practices of Pooh Corner and City Hall Child Care Centres.

This attention resulted in the provision of the support required for significant improvement to these systems. Both programs benefited from staff involvement in RUG activities. The networking and professional development opportunities available through RUG increased the administrative and management capacity of each child care program. Staff identified enhanced working conditions and better quality care as outcomes of the resulting administrative improvements. While the quality of care provided in these centres was not specifically evaluated for the purposes of this report, child care literature suggests that improved staff working conditions contributes positively to the quality of care provided to children.

Sufficient time and appropriate "timing" are extremely critical in achieving significant change in established organizations. Long-standing organizations usually have a highly regarded culture and identity and are not easily convinced to move in a direction which may compromise organizational values. Because the Project partners did not see themselves engaged in an organizational change process, it took more time than expected to identify and focus the direction of the work. In addition, while partnership protocols were developed early in the project, the nature of the partnership among the three organizations seems not to have been particularly well understood.

While the relationship between the Supervisors of each of the centres was strengthened through the Project, work towards building relationships between the Boards of the two programs was limited. Without such relationships the articulation of a common direction was not likely to emerge. Increased financial resources alone could not hurry a change process beyond the pace at which the groups were ready to move. The Project might have moved more quickly with common vision and explicitly shared goals and assistance from a skilled organizational change facilitator.

As a result of their work together, all three of the partners are more aware of each other's programs. In particular, centre staff and boards of both these stand alone societies report a much greater awareness of the services of Westcoast Child Care Resource Center and use these services more readily. This relationship is expected to be ongoing and will support the centres in the future.

The participating child care societies have explored some models of amalgamated services and discovered that in their particular circumstances amalgamation would not benefit either program. They have, however, produced documents which may prove helpful to other child care organizations considering amalgamation in the future.

# Section 4: Expected Outcomes of Regional Delivery Models

The Framework for the evaluation of the Strategic Initiative Projects identifies the following as expected outcomes of the Regional Delivery Models Demonstration Projects.

1. Reduce the management pressures of individual child care programs
2. Increase the overall stability of child care programs
3. Improve regional planning, development and delivery of child care
4. Improve quality particularly in the unlicensed sector
5. Improve cost efficiencies of the child care system and affordability for parents
6. Expand and improve services in communities that are typically hard to serve

The VCCRDMPP was intended to address some but not all of these outcomes. Section four discuss the Regional Delivery Model outcomes that are applicable to the Vancouver Child Care Regional Delivery Model Pilot Project (VCCRDMPP). It is important to note that VCCRDMPP addressed some of these outcomes through several of its four component demonstration projects, Regional Umbrella Group, Collingwood Neighbourhood House, Kiwassa Neighbourhood House and the Administrative Partnerships and others were addressed through only one or two of its components. Some outcomes were not intended to be addressed by the Project.

**1) Reduce the management pressures of individual child care programs**

VCCRDMPP successfully helped to reduce the management pressures of individual child care programs in four ways:

. Reduction of isolation of child care organizations and individual management staff within them

b. Provision of a variety of management training opportunities for staff within VCCRDMPP organizations

c. Provision of support for new or less experienced child care managers and administrators

d. Provision of financial resources to allow time for staff to complete administrative tasks

**1a) Reduction of isolation of child care organizations and individual management staff within them**

Management pressures on individual child care programs were eased through the effects of all four Demonstration Projects' efforts to reduce the isolation of VCCRDMPP child care organizations.

RUG's structure of regular meetings and other activities brought together 14 child care organizations and fostered a sense of trust through ongoing and purposeful contact. RUG participants' commitment to sharing information of common interest and concern and developing coordinated responses to common child care issues provided opportunities for both formalized networking and informal relationship building amongst organizations and individuals. The sense of trust that developed as a result of RUG's structure were commonly identified by individual participants as key to their growing abilities to respond more effectively to the multitude of management challenges they encountered.

The Administrative Partnerships Pilot Project brought staff from two isolated stand alone child care programs into contact with other child care organizations. RUG activities and funding for management staff time to accomplish managerial and administrative tasks eased the day-to-day management pressures on staff of these two child care programs.

The Collingwood Neighbourhood House Demonstration Project provided resources for the organization to explore ways to move towards a fully integrated service delivery model that facilitated inclusion of its six House-based child care programs and six satellite child care programs into its continuum of family, child, youth, adult and senior oriented support services. Isolation is a primary management challenge for satellite child care programs, and Collingwood found ways to ensure that the staff of these off-site programs felt adequately supported and included in the life of the organization.

The Kiwassa Neighbourhood House Demonstration Project linked an inexperienced Child Care Manager with more experienced colleagues who supported and enhanced her professional development in the area of management and administration. Through her own learning, she paid particular attention to ensuring that staff from all of Kiwassa's on-site and off-site child care programs had opportunities to network with each other and with staff from other House programs and had input into the development of more effective administrative systems. As a result, standardized management and administrative practices across all Kiwassa child care programs have reduced management pressures stemming from confusions in staff roles and responsibilities.

**1b) Provision of a variety of management training opportunities for staff within VCCRDMPP organizations**

VCCRDMPP through all of its Demonstration Projects made opportunities for management training a focus of its efforts. This decision was based on the premise that programs that are managed by competent leaders with a broad base of managerial knowledge and skills are less likely to experience undue management pressures and crises.

RUG planned and implemented several activities related to management training during the Project period. Beginning with a series of group discussions with both RUG and non-RUG child care organizations, RUG produced a paper entitled *Management and Leadership in the Child Care Field: Reflections on Training Needs and Issues* (1996) that identified the basic and more advanced management training needs for child care. This led to implementation of a training program called the *Cross-Organizational Management Training Series* that involved sixteen senior supervisory staff from eleven RUG organizations in six full day sessions held between October 1997 and March 1998 and twenty-two staff from two additional organizations who joined the original group for four follow-up sessions. Training session topics included human resources management, financial management, program planning, program evaluation and nonprofit governance as well as broad child care issues.

In focus group discussions RUG members were very positive about changes in the management skills of those program staff who had participated in the management training series. They identified that staff had gained skills and seemed more confident in their management roles. In a focus group held in March 1998 training participants reported feeling much more knowledgeable about human resources management, financial management, program planning, program evaluation, nonprofit governance and broad child care issues. Participants also reported that the training established a network of child care staff who expected to continue to support each other in their work in the future. The Project Coordinator reported that a workbook is currently being developed which will include resource material and exercises from the Cross-Organizational Management Training Series sponsored by RUG. The workbook is expected to be released by the end of Year Four and is intended to be used by staff in child care centres.

Kiwassa involved two child care staff in this management training series with the expectation that they would then share their learning with other staff in their own child care programs. As in other organizations, participants in the training series brought back ideas for improving management practices to their own organization thereby raising the expected standard of management throughout that organization.

This same training series was instrumental in easing the management pressures of the stand alone child care programs in the Administrative Partnership Pilot. The supervisors of each of these centres were inexperienced in management and administration. Both were struggling to cope with the demands of their new responsibilities. They both attributed some of their increased knowledge and confidence and the reduction of their personal sense of overwhelm to the training received through the RUG Project.

During the Project period, Collingwood Neighbourhood House also emphasized an increased knowledge and skill base for child care staff. In addition to sending child care Program Coordinators to the RUG training series, Collingwood initiated some House-based training, some of which was particularly targeted toward those with administrative responsibilities. All those with such responsibilities who participated in these training opportunities reported that these training experiences had increased their feelings of confidence in their administrative roles.

**1c) Provision of support for new or less experienced child care managers and administrators**

VCCRDMPP acknowledged from its inception that less experienced managers and administrators needed support from more experienced colleagues. Project structures and activities were based on the belief that peer support along with formal training afforded more effective learning opportunities.

Based on information obtained in interviews conducted with all RUG members, managers and administrators with less experience reported the greatest satisfaction from the support made available to them through VCCRDMPP. Much of the time this support stemmed from being involved with a large group of experienced managers around the RUG table. Inexperienced managers noted that they had often learned a great deal from simply listening in on the discussions that ensued at RUG about broad child care issues.

Informal networking opportunities and individual contact provided opportunities for all Project members to approach other colleagues for advice about specific issues they were facing. There was a shared understanding that reaching out to others in the group to help or be helped was part of each individual's personal responsibility. Without the RUG structure, there would have been much less likelihood of such connections occurring.

A formal mentoring relationship was also used to support a "new" child care manager through the facilitation of a direct mentoring relationship between Kiwassa's inexperienced Child Care Manager and an experienced manager from outside VCCRDMPP. This six month mentorship provided the new Manager with the "boost" needed for her to get on top of the managerial responsibilities she had assumed.

**1d) Provision of financial resources to allow time for staff to complete administrative tasks**

Often the management pressures experienced by child care programs stem from the lack of time available to staff to attend to administrative issues. Priority must go to providing quality care for children and operating within the child - adult ratios set by the provincial Child Care Regulation. The financial reality of many programs is that there is no money "for extras" and uninterrupted administrative time is usually considered an extra. As a result administrative tasks are either completed by staff on personal time or they go undone. These conditions lead to much of the management pressures felt by individual child care programs.

The Administrative Partnership Pilot recognized this as a main contributor to management pressures. Financial resources were allocated specifically for providing staff so that the Supervisors could leave their direct child care duties to attend to administrative tasks. This meant that the Supervisors could give their undivided attention to management work within their usual work week rather than at home on weekends or during evening hours.

Assistant Coordinators of Collingwood Neighbourhood House child care programs also were given time away from direct child care duties to do their administrative work. In a focus group held with Assistant Coordinators, all participants identified a much lower stress level in their work at Collingwood than in previous positions even though their responsibilities were greater at Collingwood.

**2) Increase the overall stability of child care programs**

VCCRDMPP successfully helped to increase the overall stability of individual child care programs who participated in the project in three ways:

a. Sharing understanding of the viability factors for child care programs

b. Strengthening links between child care organizations and the child care programs within organizations

c. Development and implementation of written policies and procedures and consistent management practices across programs within an organization

### 2a) Sharing understanding of the viability factors for child care programs

VCCRDMPP recognized that for child care services to become more stable, operators needed to understand the factors that increased the likelihood of viability and those that made them vulnerable. One of the accomplishments of RUG was to explore and document these factors and produce reference documents that could be used by organizations to determine the strengths and vulnerabilities of their child care programs. RUG engaged the services of independent consultants to assist VCCRDMPP members to produce the following documents: *

- *Management and Leadership in the Child Care field: Reflections on Training Needs and Issues*
- *Child Care Programs Trends and Changes Forces at Play*
- *Infant and Toddler Child Care Financial Analysis Pilot Project*
- *3-5 Group Child Care Financial Analysis Pilot Project*
- *School Age Child Care Financial Analysis Pilot Project*
- *Child Care Financial Analysis Pilot Project Final Report*
- *A Workbook on Financial Sustainability for Child Care Organizations*

* This is not a complete list of documents produced by the VCCRDMPP.

### 2b) Strengthening links between child care organizations and the child care programs within organizations

It is commonly accepted that individuals who have social support networks are healthier and more stable than those who are isolated. Research indicates that the same applies to organizations as well as to staff teams and programs within organizations. Much of VCCRDMPP attention was devoted to seeking mechanisms through its four components to stabilize child care programs through establishing and strengthening links between organizations and programs.

The relationships that formed between individuals and organizations as a result of interactions at the RUG table are a prime example of how VCCRDMPP contributed to strengthening these links. In interviews, focus groups and questionnaires, many RUG members commented that the new relationships they had formed as a result of RUG would be sustained past the end of the Project. Such links are especially important when organizations seek to come together to make a coordinated response to issues which have strong impacts on all child care programs.

Collingwood Neighborhood House management also built intentional links between House-based and satellite programs and supported stronger relationships between Collingwood child care programs and other child care organizations and programs. These links were built through monthly staff meetings and training opportunities sponsored by the Neighbourhood House for both child care and other Collingwood program staff. Coordinators and Assistant Coordinators of Collingwood child care programs stated in focus group discussion that they were appreciative of these efforts and were aware of having stronger relationships with both child care and other program staff.

The Kiwassa Project also expended effort to strengthen links among its on-site and off-site child care programs and to keep child care connected to the spectrum of other family support services in the organization and in the broader community. Child care staff noted that these links supported their work with the families who used their services. The Kiwassa Neighbourhood House Demonstration Project also paid particular attention to the development of more effective administrative systems. As a result, standardized management and administrative practices across all Kiwassa child care programs have reduced management pressures.

The Administrative Partnerships Pilot focused attention on assisting the two stand alone centres to become more integrated into the larger child care community and on building stronger ties amongst programs within their own organizations through more consistent management and administrative practices. Such links helped establish a sense of stability in the face of the many challenges encountered by child care programs.

### 2c) Development and implementation of written policies and procedures and consistent management practices for child care programs within an organization

Key elements that contribute to the ability of child care programs within one organization to support each other include consistent management practices and common policies and procedures across programs. Both Collingwood and Kiwassa have developed policies and procedures that apply to all their child care programs. This helps staff and families share common knowledge about how the organization's programs operate. Kiwassa also instituted fee tracking systems, enrollment procedures and monitoring of budgets to stabilize individual child care programs and help ensure the viability of their child care programs.

City Hall Child Care Centre and Pooh Corner Child Care have both instituted effective management practices which have had stabilizing effects on their programs. One example of such a practice is the establishment of enrollment tracking systems. This system has reduced the number of vacancies that have occurred across three programs in this one centre thereby helping to improve its overall financial stability.

Throughout the VCCRDMPP members had opportunities to share their own organizational policies and procedures with the whole group. This included enrollment and wait list policies and procedures, various data collection forms and policies related to child protection issues. RUG members reported that this exchange was helpful for organizations wishing to update or develop new policies and procedures. The Project Coordinator also noted that the planned financial sustainability workbook and the workbook being developed based on the Cross-Organizational Management Training Series are intended as tools to help organizations develop organizational policies and procedures.

**3) Improve regional planning, development and delivery of child care**

The VCCRDMPP reduced the isolation of child care organizations and created the potential for working together in response to common issues and challenges. RUG activities contributed to the building of a common knowledge base about child care issues, increased information-sharing and broadened members' awareness and understanding of child care issues. The VCCRDMPP also developed policies and procedures for effective working relationships among community partners and developed a document entitled, *Recommendations for a Regional Child Care Process* (1998) . At the same time, in focus groups and interviews RUG members indicated that little progress was made toward regional planning of child care services for Vancouver within the time frame of this report.

**4) Improve quality particularly in the unlicensed sector**

The VCCRDMPP did not intend to directly address improved quality of care in the unlicensed sector.

**5) Improve cost efficiencies of the child care system and affordability for parents**

The VCCRDMPP did not intend to directly address the cost efficiencies of the child care system nor the affordability of child care for parents. At the same time, the increased efficiency and effectiveness of the administrative and management systems developed by RUG members and in the Collingwood, Kiwassa and Administrative Partnerships Demonstration Projects suggested possible cost efficiencies.

Some Project participants identified that through their enhanced understanding of the level of knowledge and expertise required to effectively manage child care centres, they now know that staff time dedicated to administrative and management functions is required in order for programs to operate effectively. At the same time, allocating such staff time leads to additional payroll expenses.

**6) Expand and improve services in communities that are typically hard to serve**

The VCCRDMPP did not intend to directly address improved services in communities that are typically hard to serve. However, Kiwassa's development of a child care program for Backstretch Workers at the Hastings Racetrack did serve to provide care for families with the need for care in the atypical early morning hours and on weekends.

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# Section 5: Expected Outcomes of Strategic Initiatives Pilot Projects

**Increased Affordability**

The VCCRDMPP was not intended to address increased affordability of child care for parents and this outcome was not addressed by Project components.

**Improved Quality**

The VCCRDMPP was not intended to address improved quality of child care. There were, however, unintended outcomes from Project activities which suggest increased program quality.

The networking and professional development opportunities available through RUG increased the administrative and management capacity of child care programs. Activities at each of the Demonstration projects contributed to more effective administrative and management systems and practices. Focus groups with child care program staff identified enhanced working conditions and better quality care as outcomes of these administrative and management improvements. While improvement in the quality of care provided in these centres was not specifically targeted or evaluated, child care literature does indicate that

improved staff working conditions contributes positively to the quality of care provided to children.

**Increased Accessibility**

Through the development of the child care program at the Hastings Racetrack, the Kiwassa Neighbourhood House Demonstration project increased accessibility to child care services for families through the provision of a program which meets the unique needs of race track employees. During the Demonstration Project, Kiwassa also re-opened, and integrated into the Kiwassa Child Care HUB, a child care program in the community which had previously closed.

At Collingwood, the ability of the Neighbourhood House to develop a sustainable management structure for its continuum of child care programs also contributes to the long term stability of the programs and increased accessibility of programs in the future.

**Improved Responsiveness**

Most RUG members reported in interviews and focus groups that the Project improved the responsiveness of the child care system in Vancouver primarily in the area of support to the administrative and management functions in the member organizations. For most RUG members, this support was through the networking and information sharing, workshops and studies engaged in by the group. The VCCRDMPP has developed a large number of resource documents which provide some tools to support programs to understand and develop their administrative and management systems.

During the period of the VCCRDMPP there were considerably more resources dedicated to child care than had been previously. This included substantial funding for management at Collingwood Neighbourhood House, Kiwassa Neighbourhood House, Pooh Corner Day and City Hall Day care. Although each of the demonstration projects used the available resources differently within their organizations, the level of management staffing made possible through additional resources made a considerable difference in all of the demonstration projects. Managers and supervisors were able to devote time to program administration and management and also to allow time for meeting with families in child care programs.

**Improved Inclusiveness**

The VCCRDMPP was not intended to address improved inclusiveness of child care and this outcome was not addressed by Project components.

**Cost Efficiency/Effectiveness**

The VCCRDMPP did not intend to address the cost efficiencies or cost effectiveness of the child care system in Vancouver. However, data from interviews, focus groups and questionnaires suggests two possible unintended outcomes related to this area:

Some Project participants identified that through the enhanced knowledge and understanding of the level of knowledge and expertise required to effectively manage child care centres, they now know that staff time dedicated to administrative and management functions is required in order for programs to operate effectively. At the same time, allocating such staff time leads to additional payroll expenses. Other participants noted that through the exploration of several different management models, the Demonstration Projects may have contributed to the knowledge base of possible ways to address cost efficiencies in the future.

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